DOCUMENT RESUME

ED 036 656 VT 010 460

TITLE	STUDY OF DISTRICT 18, A WISCONSIN VOCATIONAL, TECHNICAL, AND ADULT EDUCATION DISTRICT.
INSTITUTION	WISCONSIN UNIV., MADISON. COOPERATIVE EDUCATIONAL RESEARCH AND SERVICES (CERS).
PUB DATE	69
NOTE	209P.
EDRS PRICE	EDRS PRICE MF-$1.00 HC-$10.55
DESCRIPTORS	*ADULT EDUCATION, *AREA STUDIES, AREA VOCATIONAL SCHOOLS, EDUCATIONAL NEEDS, EMPLOYMENT OPPORTUNITIES, POST SECONDARY EDUCATION, PROGRAM DESCRIPTIONS, *PROGRAM EVALUATION, PROGRAM PLANNING, *TECHNICAL EDUCATION, *VOCATIONAL EDUCATION

ABSTRACT

TO ASCERTAIN HOW TO SERVE THE VOCATIONAL, TECHNICAL AND ADULT EDUCATION NEEDS OF THE CITIZENS OF A 4-COUNTY DISTRICT IN WISCONSIN, A STUDY WAS CONDUCTED WITH INTERAGENCY INVOLVEMENT UTILIZING PREVIOUSLY EXISTING DATA AND DATA COLLECTED DURING THE COURSE OF THE INVESTIGATION. INPUTS CONSIDERED IN ARRIVING AT FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS INCLUDED: (1) BACKGROUND, ORIGIN, AND DESCRIPTION OF AREA, (2) CURRENT VOCATIONAL EDUCATION PROGRAMS, (3) POPULATION CHARACTERISTICS, (4) SCHOOL AGE POPULATION AND PROJECTIONS, (5) LABOR MARKET DEMAND, (6) EMPLOYMENT PATTERNS, (7) MOBILITY AND DESIRE FOR VOCATIONAL TRAINING, (8) OCCUPATIONAL INTERESTS OF POTENTIAL STUDENTS, (9) FISCAL CONSIDERATIONS, (10) GUIDELINES FOR LOCATING FACILITIES, (11) APPRENTICESHIP TRAINING, (12) RELATIONSHIPS WITH SECONDARY SCHOOL DISTRICTS, AND (13) CURRENT AND PROJECTED ENROLLMENTS AND CURRICULUM OFFERINGS. THREE MAJOR ALTERNATIVES WERE RECOMMENDED IN ORDER OF PRIORITY: (1) THAT THE DISTRICT BE CONTINUED AND THAT IMMEDIATE STEPS BE TAKEN TO CONSTRUCT A FACILITY TO HOUSE 350 FULL-TIME STUDENTS PLUS PART-TIME STUDENTS AND AN ADULT EDUCATION CENTER WITH CONSIDERATION FOR EXPANSION, (2) THAT THE DISTRICT BE DISSOLVED AND THAT THE COUNTIES JOIN ADJACENT DISTRICTS, (3) THAT THE DISTRICT BE MAINTAINED FOR SERVING PART-TIME STUDENTS AND SPECIAL MANPOWER DEVELOPMENT PROJECTS AS NEEDED. (DM)

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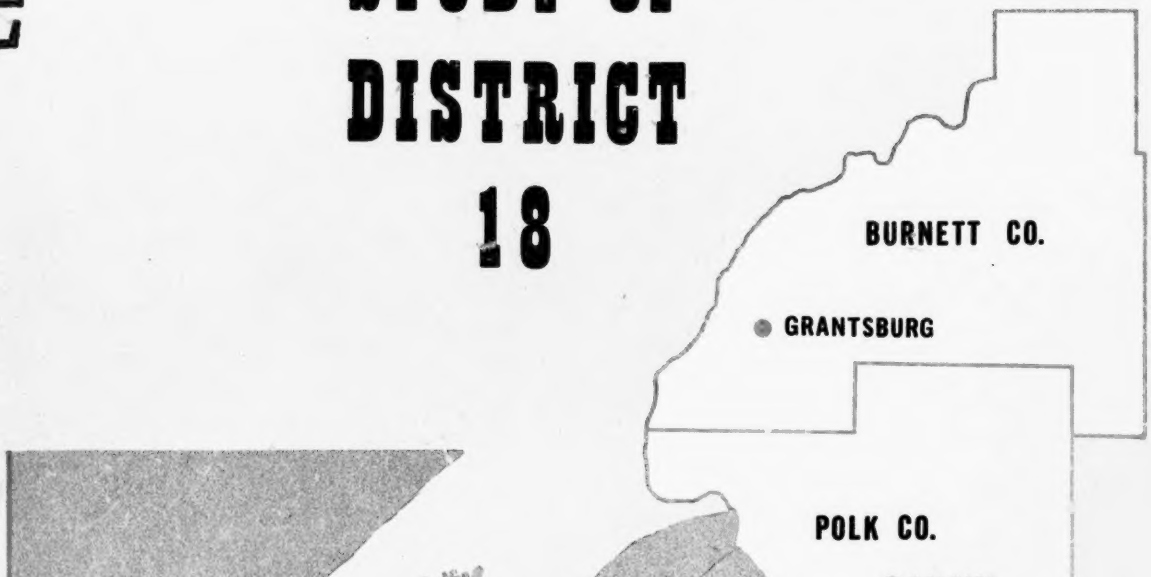
STUDY OF DISTRICT 18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A WISCONSIN VOCATIONAL, TECHNICAL, AND ADULT EDUCATION DISTRICT.

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STUDY OF DISTRICT 18

A Wisconsin Vocational, Technical and Adult Education District

Study Director
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The University of Wisconsin

Conducted by the Cooperative Educational Research and
Services, Department of Educational Administration

With Cooperation From

Wisconsin Department of Local Affairs
and Development

Wisconsin State Board of Vocational,
Technical and Adult Education

Wisconsin State Employment Service

Center for Studies in Vocational
and Technical Education
The University of Wisconsin

500-466

1969

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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FOREWORD

At no time in our history as in the current decade has there been such a need for vocational and technical education. With increasing technology the skills and technical requirements for workers have continued to rise. At the same time, unskilled jobs in proportion to those requiring formal education and training are diminishing in numbers. While the general rate of unemployment is comparatively low, the rate among youth who lack specific preparation for the work force and also among adults with limited skills and low levels of education is intolerable. In spite of the fact that our economy is strong and expanding, many of our citizens are not able to participate fully, and take advantage of the opportunities available.

Our technology requires a more highly trained worker than in the past, which requires a higher level of preparation for those entering the work force as well as a continuous upgrading program for employed workers in order for them to keep abreast of change. While there is a need to raise the general education level of all our citizenry, for an increasing number of workers specialized occupational competencies will be necessary if they are to successfully compete in the work force.

These and other concerns gave rise to the naming of a National Advisory Committee by President Kennedy which made recommendations leading to passage of the Vocational Act of 1963. The act provided substantial increases in resources from the national level as well as broadening the mission for vocational and technical education. A further demonstration of national concern has been demonstrated by the passage of the "Vocational Education Amendments of 1968". The drafting of this legislation followed a second national program evaluation of vocational and technical education. While the Act is not funded fully at this point, it serves to highlight a national policy relating to vocational and technical education. It's "Declaration of Purpose" is stated as follows:

> It is the purpose of this title to authorize Federal grants to States to assist them to maintain, extend, and improve existing programs of vocational education, and to develop new programs of vocational education, and to provide part-time employment to continue their vocational training on a full-time basis, so that persons of all ages in all communities of the State – those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who have already entered the labor market but need to upgrade their skills or learn new ones, those with special educational handicaps, and those in post-secondary schools – which have ready access to vocational training or retraining which is of

> high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training.

Wisconsin has been and continues to be a leader in the nation in its delivery of vocational education opportunities at the post-high school and adult levels. It is recognized, however, that opportunities must be made accessible to greater numbers of individuals in a wider range of occupations. In 1965 Wisconsin passed legislation with the purpose of extending opportunities through a system of area vocational, technical and adult education districts. District 18 is one of eighteen such districts in Wisconsin.

On January 13, 1969, the Board of Vocational, Technical and Adult Education of District 18 authorized Cooperative Educational Research and Services (CERS) of The University of Wisconsin to proceed in conducting a comprehensive study of the present and projected vocational, technical and adult education needs of District 18 residents and to make suggestions and recommendations as to how those needs might best be satisfied. With this end in view and this focus in mind the CERS committee report is hereby submitted to the District 18 Board.

Merle E. Strong

ACKNOWLEDGEMENTS

The final report is the outcome of the efforts of a number of cooperating agencies, whose expertise and assistance proved invaluable to the total research effort. Sharing responsibility with the CERS staff in the project were the following agencies: The Wisconsin Department of Local Affairs and Development, the Wisconsin State Employment Service, the Center for Studies in Vocational and Technical Education at The University of Wisconsin, and personnel from the staff of the Wisconsin Board of Vocational, Technical and Adult Education. Representatives of the above agencies met periodically throughout the duration of the study with the CERS staff. While the CERS staff accepts full responsibility for the recommendations presented, the compilation and analysis of the background data has been a team effort of the representatives of the agencies named above.

While it is not possible to recognize the contribution of all who have contributed individually, the following along with the agency in which they are employed are due specific recognition:

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The personnel of many agencies have been extremely helpful by sharing information with the research staff. Among these are the State Board for Vocational, Technical and Adult Education, the Department of Public Instruction and the Coordinating Council for Higher Education.

Special thanks is due, also, to Arthur H. Cothran, Director of District 18, and his staff who have cooperated fully.

Howard E. Wakefield
Director, Cooperative Education
Research Services

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CHAPTER I

THE STUDY AND ITS SETTING

This chapter will not only introduce the study report but will also serve to provide general background regarding the report and the methods through which it was compiled.

In January of 1969, following several months of discussion with staff members of the Department of Educational Administration at The University of Wisconsin, the services of the University were contracted to make a comprehensive study for the District 18 Board of Vocational, Technical and Adult Education. Original discussions centered, in part, around the possibility of studying where a full-time facility might be located. Further discussions indicated the need to conduct a much broader study which would relate to the total question of how best to serve the vocational, technical and adult education needs of the citizens within the four-county district.

More specifically the **objectives of the study** were stated as follows in the working document:

1. To provide manpower information for the four-county area to be studied and the immediate surrounding labor market area.
2. To provide information on where people living in the area presently work and at what occupations.
3. To provide information on present population and population trends in the four-county area.
4. To provide information on expected growth of agriculture, business, industry, government or other potential employment in the area.
5. To provide information on what has happened to high school graduates. (Migration, jobs, schools)
6. To compile information on utilization of post-secondary educational institutions in the area.
7. To provide information on high school student's occupational interests and their desire for vocational education opporuntities.
8. To provide information on present high school vocational offerings and possible cooperative relationships with the post-secondary districts.
9. To project feasible occupational areas for which full-time training should be provided.
10. To consider the paying of tuition for training programs inside and outside the State as a possible alternative to operating training in certain occupational areas.
11. To consider alternate methods for achievement of an optimum program which can be feasibly financed.

12. To establish potential full and part-time enrollment in vocational-technical education.
13. To establish likely pattern of urban development.
14. To identify trends in equalized valuation.
15. To investigate present plans for additional high school buildings and facilities in the four-county area in the future.
16. To provide information on the present health facilities of the District and anticipated additions to present facilities.
17. To survey the existing apprenticeship programs in the labor market area served by the District and plans for future apprenticeship programs and opportunities in the area.
18. To investigate training and transfer problems encountered in movement between Wisconsin and Minnesota and licensing requirements in the two states relative to certain jobs or positions (i.e., health professions, apprenticeships, etc.)

Assumptions Underlying the Study

In undertaking the study, the survey group operated under certain basic assumptions or beliefs which were taken for granted without the necessity of having to establish proof for them. These assumptions are:

1. Vocational, technical and adult education is accepted in Wisconsin as a public responsibility of the citizens of the State.
2. The District 18 Board is sincerely interested in an objective study of vocational, technical and adult education and entered into the authorization and conduct of this study with an open mind, regarding the purpose as well as potential results.
3. The citizens of District 18 are sincerely interested in providing optimum opportunities for the preparation and upgrading of their youth and adults in order that they can succeed in the labor market.
4. The District has a willingness to support improved and expanded public education programs, including those for post-secondary and adult education..
5. The Wisconsin Board for Vocational, Technical and Adult Education and its staff have a genuine interest and an open mind in finding the best solution to serving vocational and technical education needs of the District.
6. The educational leadership in Wisconsin, including the Wisconsin Board for Vocational, Technical and Adult Education, the Coordinating Council for Higher Education, and the several regulatory boards is interested in supporting the development of educational programs when the need can be satisfactorily demonstrated and when a plan for implementation is logically presented.
7. There is a desire for continued meaningful cooperation among the several levels of education and among the various institutions in order to provide an optimum program as efficiently as possible.

8. While members of the District 18 Board of Vocational, Technical and Adult Education are appointed by their respective counties, they each have the interest of the total District in mind in any decision made as a Board which may effect the provision for educational services.

Guiding Principles in Conducting the Study

1. The members of the study group worked as a "staff" rather than a "group of individual specialists" and the report, in so far as possible, reflects this point of view.
2. The members of the study staff are protected as professional workers as far as their individual recommendations or reports are concerned. The CERS staff takes full responsibility for the recommendations but acknowledge with appreciation the assistance of team members from the other agencies.
3. The staff recognized the unique characteristics of the District, and its problems, and were not content to look only at obvious evidence.
4. The broad inter-agency involvement was designed to capitalize on many sources of information and to use several fact-finding techniques.
5. The study staff sought to identify relevant objective data from responsible sources, but in addition was concerned with the opinions and desires of interested groups and individuals.
6. While the subject of the study was District 18, consideration was given to the programs of surrounding districts, the State of Wisconsin, and the programs available in Minnesota.
7. While information and opinions were sought from members of the Staff of the Wisconsin Board of Vocational, Technical and Adult Education, the study and its recommendations have been made independently.
8. The study and its recommendations have been designed with a long-range view in mind as well as addressing itself in a limited way to immediate problems.

Study Procedure

As has been previously noted, the District 18 Board of Vocational, Technical and Adult Education contracted with the Cooperative Educational Research Services (CERS) of the Department of Educational Administration, University of Wisconsin for the study. Sharing in the study was the Wisconsin State Employment Service, the Wisconsin Department of Local Affairs and Development, the Center for Studies in Vocational and Technical Education, and the Staff of the Wisconsin Board of Vocational, Technical and Adult Education.

This study is perhaps unique to the nation, for harmonious and continuous involvement of the several State agencies existed throughout the study. It should be noted that the contract funds were used primarily for the support of CERS staff, a service arm of the Department of Educational Administration organized on a self-supporting basis. The

Wisconsin Employment Service made a most significant contribution by conducting a comprehensive Manpower Survey and a household survey of District 18. Only summaries of the findings will be included in this report. The comprehensive report will be made available by the agency. This agency has also served a key role in the gathering and processing of other pertinent data on employment.

In a like manner, professional staff of the Wisconsin Department of Local Affairs and Development have contributed to the study in areas related closely to their agency.

A representative of the Center for Studies in Vocational and Technical Education has contributed his expertise and assistance, particularly in the area of student interest. A representative of the Staff of the Wisconsin Board for Vocational, Technical and Adult Education has contributed greatly by sharing ideas as well as facilitating gathering of statistics from that agency.

The study, with its inter-agency involvement, has made use of numerous sources of data found among the various agencies in the State. This data has been selected and synthesized for its relevance to District 18.

In addition, the staff have been involved in collecting data in the District itself. The use of the Ohio Vocational Interest Survey of high school senior and sophomores is one example of such an effort. The Director of the Study and other staff members have met on several occasions with the District 18 Board. The Director also has met with several local school boards and with three of the County Boards. In addition to the direct contacts within the District 18 community there has been a continuous sharing of information by the staff of District 18, a situation which has been helpful during the study.

CHAPTER II

VOCATIONAL DISTRICT 18 – BACKGROUND AND ORIGIN

> In order to broaden the educational opportunities for the youths and adults of Wisconsin, the state board of technical and adult education shall establish a program of instruction at institutions throughout this state which will equip all of this state's people to find their place in the competitive labor market of today. This act shall be construed as an enactment of statewide concern for the purpose of establishing a state-wide system of vocational, technical and adult education.
>
> –Wisconsin Legislature, 1965

The Wisconsin legislature in 1965, through the passage of the Wisconsin Area District Law, made a significant stride toward extending vocational, technical and adult education opportunities to Wisconsin residents in all parts of the state. Cahpter 292 of the 1965 law calls for a proposed "master plan" to be developed by the Wisconsin Board of Vocational, Technical and Adult Education and the Coordinating Council for Higher Education, creating vocational, technical and adult education districts encompassing the entire state by July 1, 1970. Through the creation of these districts, under the jurisdiction of seven-member local district boards, comprehensive vocational, technical and adult educational opportunities would be made available to area residents throughout the entire state at reasonable cost to the student, the state and the locality. The law provides for some state aid and leadership to guarantee quality education, while at the same time retaining the advantages of local authority and encouraging local initiative by the formation of local district boards. Powers of the district boards, as outlined in the 1965 law, include levying a tax for building, maintaining and operating district schools; employing a director and other supervisors, teachers and coordinators for the development and execution of the vocational, technical and adult education programs; and lastly, establishing local vocational, technical and adult education policy.

District Criteria

In order to qualify to become an area vocational, technical and adult education district by July 1, 1970, a district must have a potential in terms of students available for full-time and part-time instruction and a basic equalized value which, along with state and federal aids, will support a quality educational program in line with the policies enacted by the Wisconsin Board of Vocational, Technical and Adult Education and the Coordinating Council for Higher Education. These two bodies, empowered to develop the "master plan" and to determine the standards for district formation, developed first, a set of general guidelines relative to criteria, and secondly, formulated a number of specific criteria to be followed in the process of district organization. Among significant actions taken influencing area development, the following general guidelines are noteworthy:

1. ". . .that there be at least one major educational unit in each district which is created which would offer all programs (including transfer education where permissible by law); that there be additional centers or 'satellite' schools to offer locally oriented day and evening programs; that evening programs be extended to all communities in the district where there is a sufficient number of students to warrant the initiation of classes. It is the intent in creating area organization to make maximum utilization of the staff of the central unit when providing service through satellite schools."
2. ". . .that associate degree programs be expanded; that the quality be sustained at a high level; that the courses be made transferable where practical; and that there be an option of course choice within curricula."
3. ". . .that full-time certificate programs be expanded; that there be optional courses within a curriculum and that these courses, insofar as possible, be transferable to at least the Associate Degree level if the student makes satisfactory progress."[1]

While other actions of the Wisconsin Board of Vocational, Technical and Adult Education and the Coordinating Council for Higher Education are also significant relative to the process of district formation, the above three factors have a direct bearing on the organization and structure of the newly created vocational-technical districts and provide a framework for the formulation of more specific sets of criteria. The first point clearly defines the nature of the district; the second and third points call for an option of courses within curriculum. In turn, implicit within these general guidelines are the following considerations; the minimal full-time and part-time programs to be initiated which would allow for options; a minimal student base; the number of high school seniors in the district required to produce the minimal student base; the size of population necessary to produce this number of high school students; and lastly, the minimal tax base required to support the estimated minimal programs. While some flexibility is allowed and no absolute standards have definitely been adopted, the following more specific criteria have tentatively been agreed upon. The rationale for each item is stated in the accompanying paragraphs.

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[1] "Criteria for the Establishment of District Vocational, Technical and Adult Education," Wisconsin State Board of Vocational, Technical and Adult Education, (Madison, Wisconsin, April 18, 1966), p. 1.

a. Each district should generate 760-780 full-time students throughout the 1970's and 1980's.

   This is the approximate number of full-time students needed to provide a high quality, full-time vocational-technical program at the district's major vocational-technical institute, allowing for student choice from a wide range of programs and completion of a full-time program in the shortest possible time.

b. Each district should generate 3000 high school graduates throughout the 1970's and 1980's.

   This is the approximate number of high school graduates needed to produce 760-780 full-time enrollees. It is based on research which indicates that approximately 18% of all high school graduates throughout the state will enroll in full-time vocational-technical programs in 1970. In addition to new enrollees in 1970 (3000 high school graduates X 18% - 540), students in each district continuing their prior year programs are expected to produce the required 760-780 full-time students.

c. Each district should contain a minimum population of 187,500 persons through out the 1970's and 1980's

   This is the minimum average total population required to generate 3000 high school graduates.

d. Each district should contain a minimum equalized valuation of $450 million throughout the 1970's and 1980's.

   The State Board and the Coordinating Council established this amount as necessary for funding educational programs, buildings, and operations throughout the 1970's and 1980's. It will provide sufficient tax base for increasing operations and enrollments beyond 1970 and will also allow for providing student transportation services if desired by the district.

e. Districts for areas with sparse population shall be considered on individual merits.[2]

Based on the criteria established by the State Board and the Coordinating Council for Higher Education and on a master plan encompassing 18 area districts for the state, the actual reorganization process has proceeded rapidly, as indicated by the map. Eleven area districts were approved for operation as of July 1, 1967. Two districts had been operating since July 1, 1966. By July 1, 1968, four more districts or parts of districts had been reorganized and approved and tentative plans for the remaining districts were under discussion. Eighteen districts had been approved as of July 1, 1969. District 18, the object of this study, was approved July 1, 1967.

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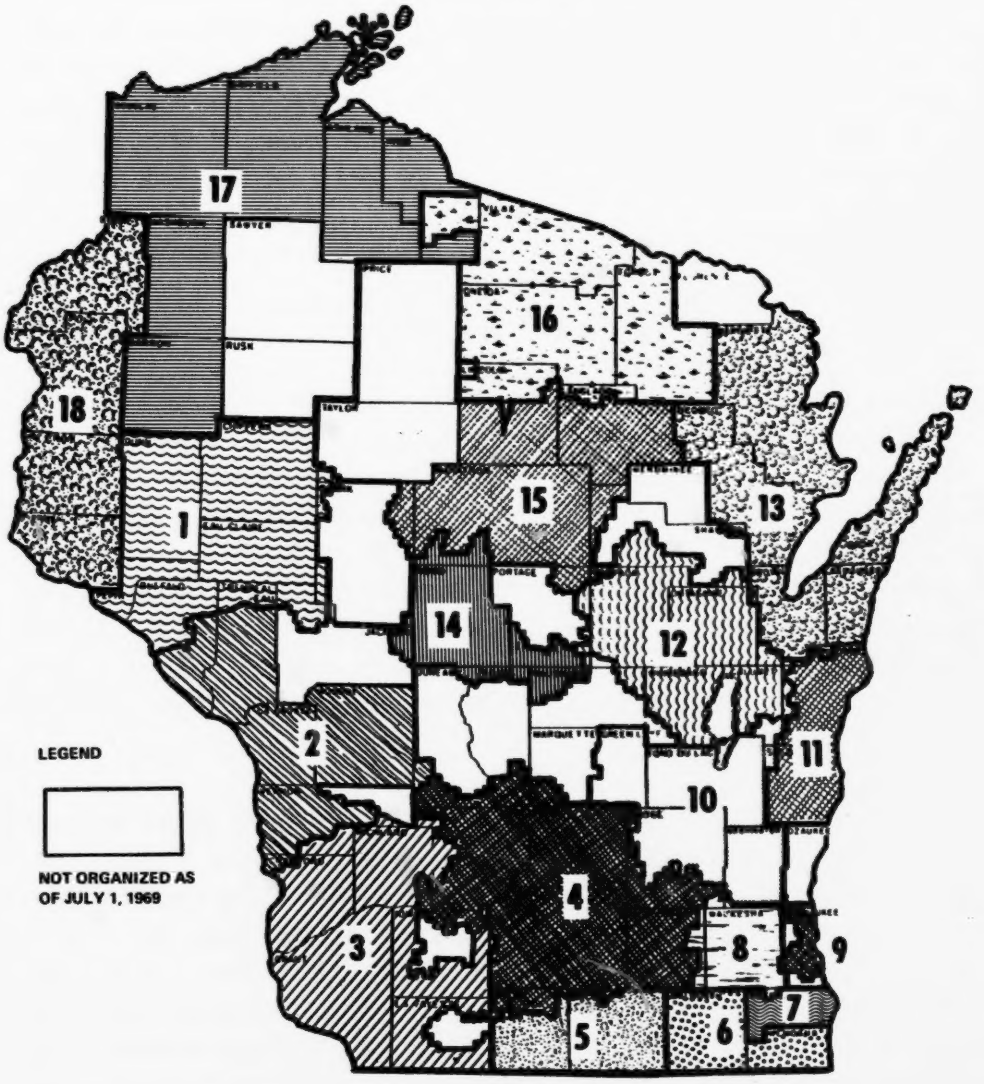
[2] Data obtained from *Questions and Answers Regarding Vocational, Technical and Adult Education Districts,* Wisconsin Board of Vocational, Technical and Adult Education, (Madison, Wisconsin, 1968), pp. 1-2.

District 18 — General Description

District 18 consists of the four western-most counties of Wisconsin: Burnett, Polk, St. Croix and Pierce Counties. The district has a population of nearly 87,000, with the concentration of population moving from rural to urban areas. Burnett and Polk counties have a decreasing population base with the other two counties increasing in numbers. A more thorough study of population trends is presented in Chapters III and V.

WISCONSIN STATE BOARD OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION
MADISON, WISCONSIN



WISCONSIN VOCATIONAL, TECHNICAL AND ADULT EDUCATION DISTRICTS
APPROVED FOR OPERATION JULY 1, 1969
C. L. GREIBER, DIRECTOR

The equalized valuation of District 18 for the 1969 tax levy is $490,841,900. Again, a detailed study of tax base information and related financial data is contained in Chapter X.

The distance between the northern-most and southern-most points within District 18 is approximately 115 miles. From east to west, the distance ranges from approximately 30 to 35 miles. The western boundary of the district, the border between Wisconsin and Minnesota, is marked by the St. Croix River with the exception of that portion of the district south of Prescott, Wisconsin, in Pierce county. At this juncture the St. Croix River merges with the Mississippi River. District 18 is bordered on the east by Douglas, Washburn, Barron, Dunn, and Pepin counties.

The major centers of population for each of the four counties comprising District 18 are as follows: In Burnett county, Webster, Siren and Grantsburg; in Polk county, Frederic, Luck, Milltown, Balsam Lake, Centuria, St. Croix Falls, Dresser, Osceola, Amery, Clear Lake, and Clayton; in St. Croix county, Star Prairie, Somerset, New Richmond, North Hudson, Hudson, Hammond, Baldwin, Roberts, Woodville, and Glenwood City; in Pierce county, River Falls, Prescott, Ellsworth, Spring Valley, Elmwood, Bay City, Maiden Rock and Plum City. County seats for their respective counties are Grantsburg, Balsam Lake, Hudson and Ellsworth. The major large city and metropolitan area in close proximity to District 18 residents is the Minneapolis-St. Paul area, approximately 15 miles from Hudson, Wisconsin, which is in St. Croix county. Superior, Wisconsin, is to the north, approximately 35 miles from the northern-most edge of Burnett county, while Eau Claire, Wisconsin is approximately 30 miles from the eastern-most edge of St. Croix county. LaCrosse, Wisconsin is approximately 70 miles south of the southern-most boundary of Pierce county.

In summary, the four counties represented in District 18 share a number of common characteristics — all are relatively sparsely populated, rural, northwestern border counties. At the same time, however, a considerable contrast is presented in a comparison of the two northern-most counties of the District, Burnett and Polk, with St. Croix and Pierce counties to the south. Whereas Polk and Burnett counties are experiencing a decreasing population, St. Croix and Pierce counties anticipate population growth in the years immediately ahead. Finally, the proximity of Pierce and St. Croix counties to Minneapolis and St. Paul also accounts for a number of unique implications for these two counties which are of less significance to the two northern counties. In the chapters which follow, a number of these important variables and characteristics of the particular counties will be explored and presented in considerable depth and detail.

Relationship to Other Districts

In a recent report of the Bureau of State Planning, Department of Administration, nineteen different divisions of the state of Wisconsin for administrative purposes are indicated, as well as numerous sub-division units and districts.[3] The 18 districts for vocational, technical and adult education in the state are but one of these nineteen divisions. It will be helpful, therefore, to survey at the outset some of the other administrative districting schemes and to view the four-county area represented by Vocational District 18 in light of other district delineations. Together with the Wisconsin Board of Vocational, Technical and Adult Education, four other state agencies as well as the University of Wisconsin Extension are represented in the state-wide breakdown of the nineteen different administrative divisions. They are the Department of Transportation, Department of Natural Resources, Department of Health and Social Services, and the Department of Industry, Labor and Human Relations. All agencies utilize county lines in defining administrative districts, except the Board of Vocational, Technical and Adult Education. A partial exception is the Department of Industry, Labor and Human Relations Division of the Employment Service. The average number of districts is 9, and they contain from one to twenty-four counties. Criteria for most agencies in delineating administrative districts fall into two major categories:

1) **Population** — this includes social and economic characteristics, as well as absolute numbers, and their meaning for workload.
2) **Area** — this refers to travel time and distance, and a convenient grouping of counties.[4]

Other reasons are occasionally given, such as natural resources for land and water programs, the influence of local public and private interests, and the operation of special (or demonstration) projects of an agency. All criteria are considered together, however, in spite of the fact that lines have been drawn, there remains some degree of flexibility.

In light of the cooperation and involvement of the Wisconsin State Employment Service in this study, it will be helpful to examine briefly at this point the district delineation of this division of the Department of Industry, Labor, and Human Relations as one example of a typical state districting scheme. As indicated on the map which follows, the Employment Service has twenty-four districts consisting of one to eight counties. Criteria for the districts are workload, population, and industrial composition. Almost all districts utilize county boundaries. Town lines are the most frequently used exceptions, with one district line drawn along a highway. Polk county is an example of a departure from the county line criteria. District boundaries in this case bisect the four county area of Vocational District 18 at the center of Polk County, resulting in a north-south division.

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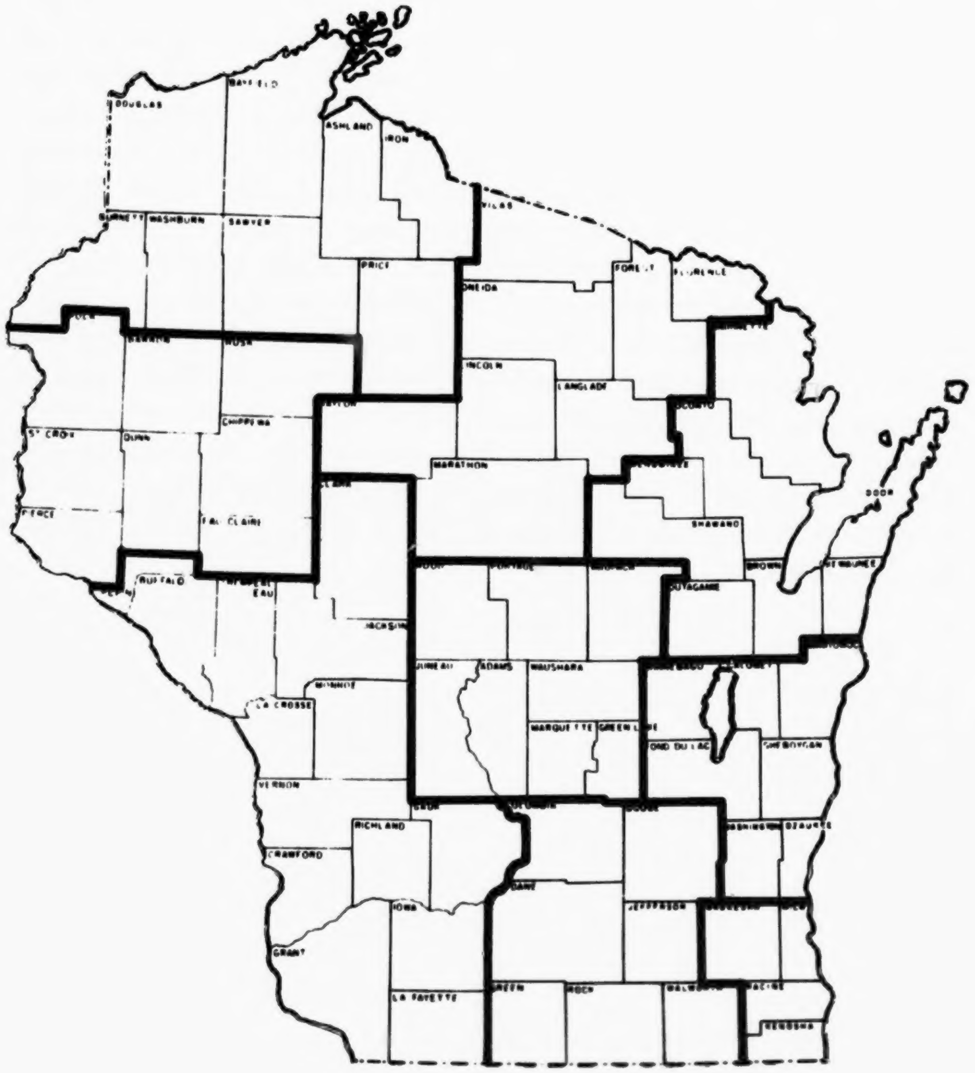
[3] "Anatomy of Substate Districting", Department of Administration, Bureau of State Planning, (January, 1968), p. 3.

[4] **Ibid.**, pp. 3-4.

DEPARTMENT OF HEALTH AND SOCIAL SERVICES
DIVISION OF PUBLIC ASSISTANCE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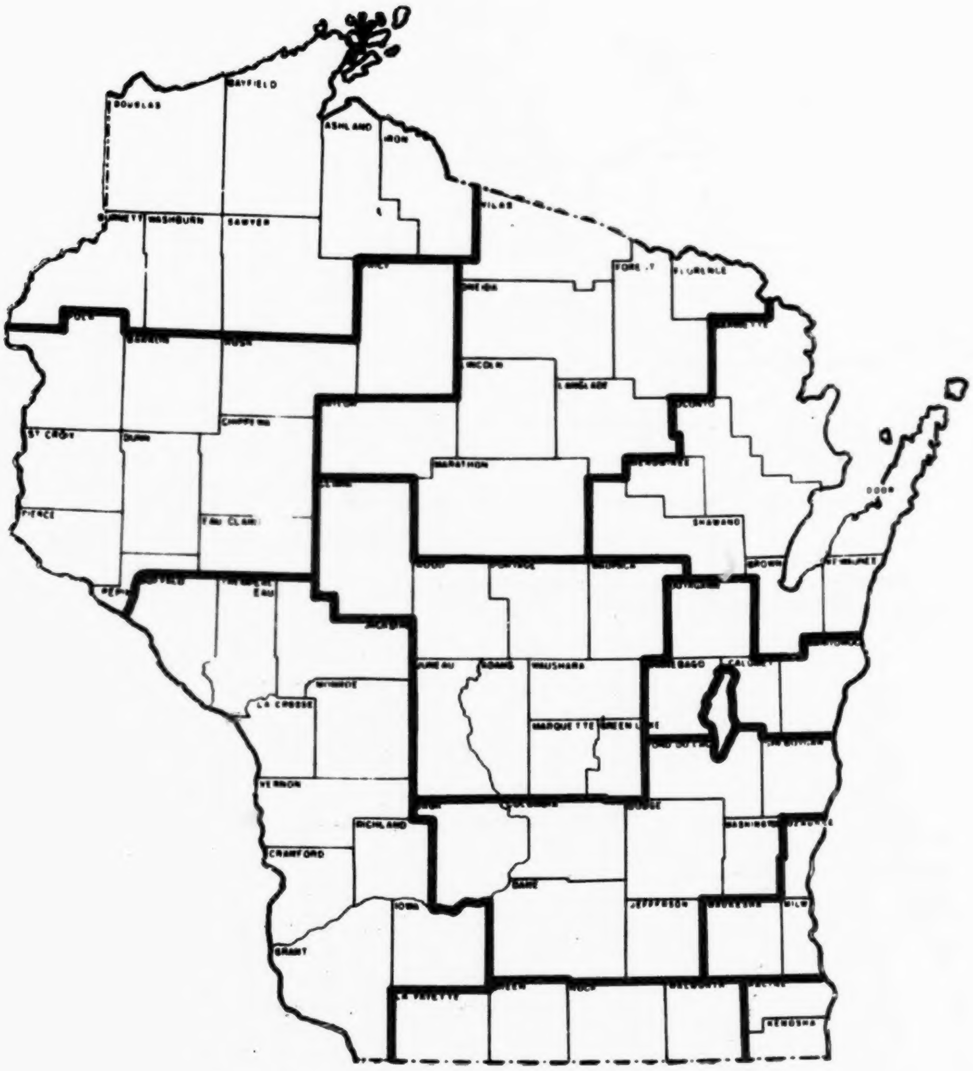
County lines, frequently used as boundaries dividing the four-county area of District 18 into separate administration districts, are the Polk-Burnett county line (Department of Health and Social Services-Division of Public Assistance, Division of Corrections, Division of Children and Youth, University of Wisconsin Extension-Division of Community Programs, Youth Development Programs, Home Economics Program), or thePolk-St. Croix county line (Department of Transportation-Division of Highways, Division of Motor Vehicels-Bureau of Enforcement, Department of Natural Resources-Division of Conservation, Department of Health and Social Services-Division of Mental Hygiene). The Wisconsin Cooperative Education Service Agencies (CESA Districts) of the Department of Public Instruction also utilize the Polk-St. Croix county line as one boundary in its districting plan, as indicated by the CESA District map. Other adjoining maps give some indication of the overall nonrelated nature of state-wide districting which has developed over the years in Wisconsin and the bisected nature of Vocational District 18 when viewed from the perspectives of particular substate districting plans. Of the numerous districting plans, perhaps that which most clearly corresponds with the boundaries of Vocational District 18 is a political profile of the state along state senatorial district boundaries. In this instance the four-county area of District 18, together with Pepin and Buffalo counties to the south, comprise a single senatorial district. (See map, State Senatorial Districts.)

DEPARTMENT OF HEALTH AND SOCIAL SERVICES
DIVISION OF CORRECTIONS

PROBATION AND PAROLE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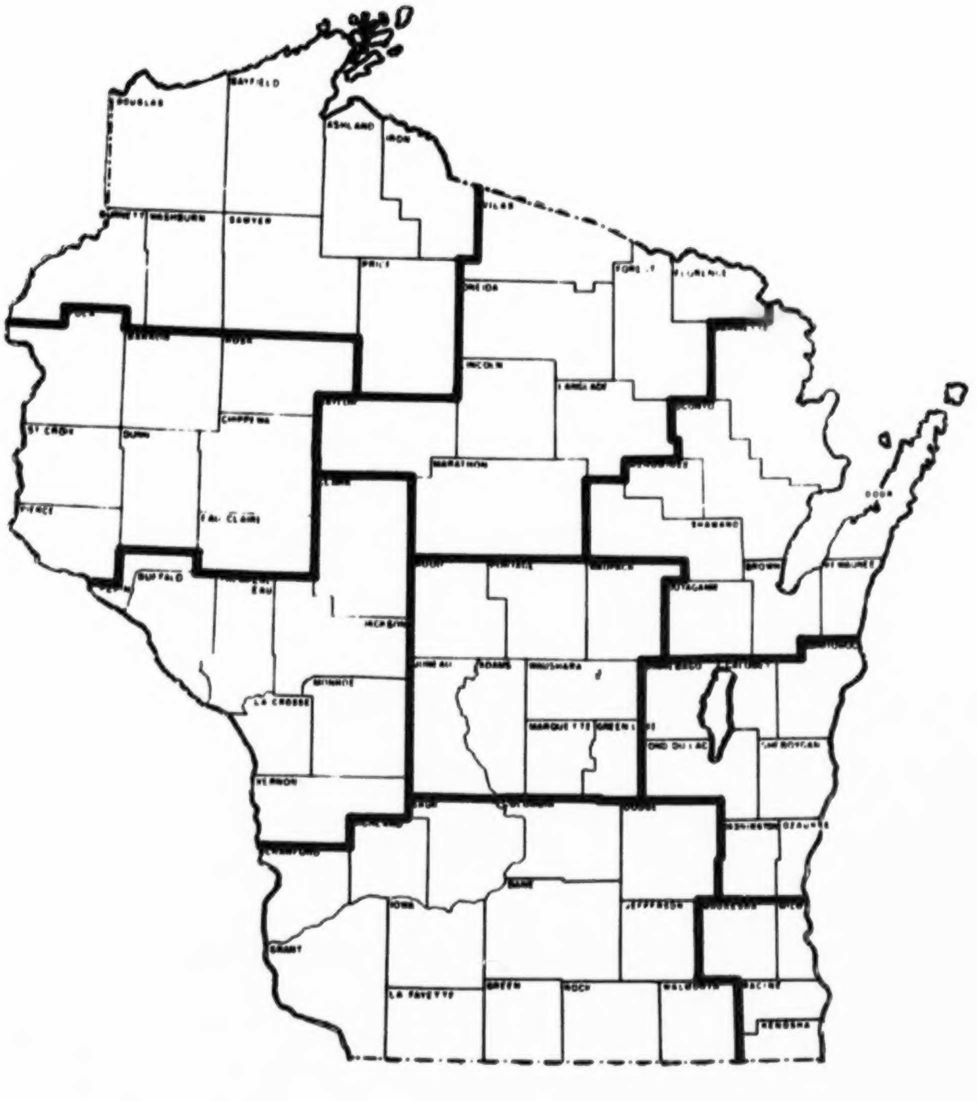
DEPARTMENT OF HEALTH AND SOCIAL SERVICES
DIVISION OF CHILDREN AND YOUTH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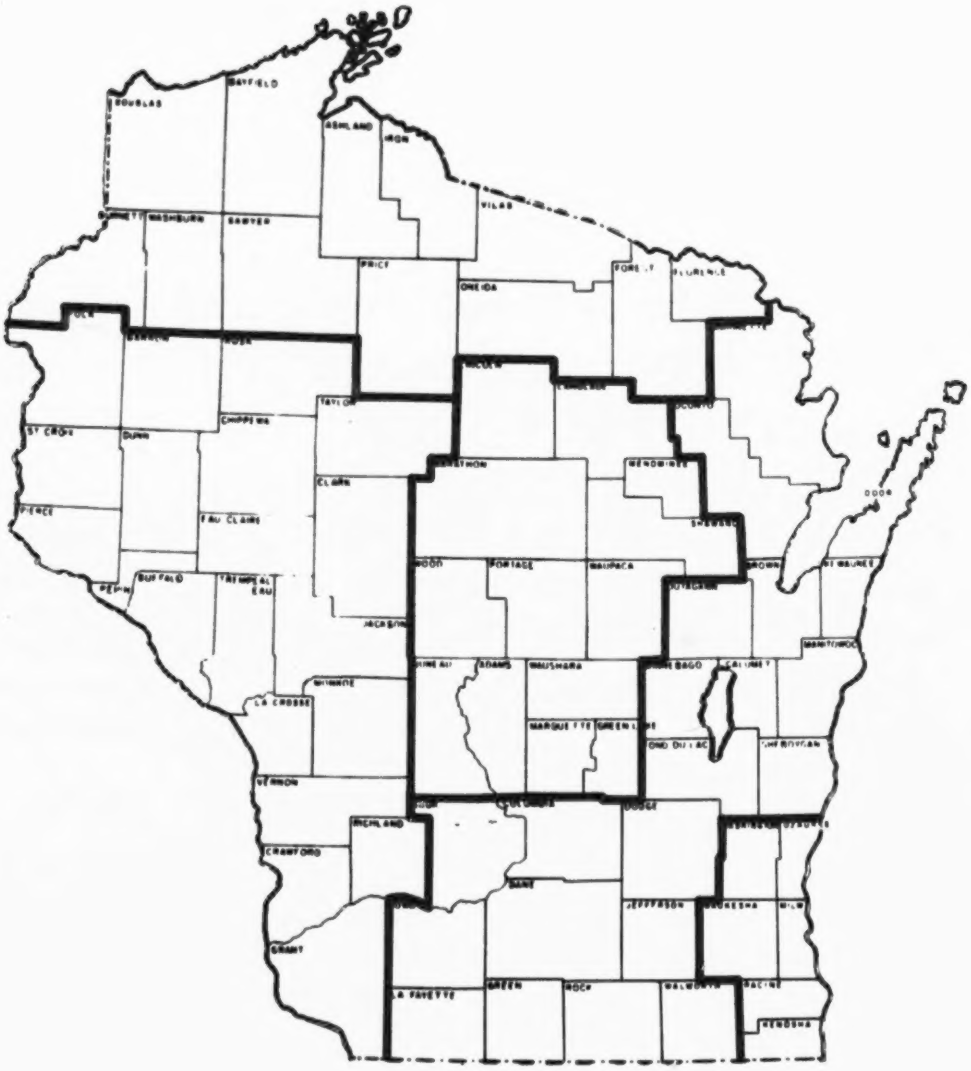
UNIVERSITY OF WISCONSIN EXTENSION
DIVISION OF COMMUNITY PROGRAMS

YOUTH DEVELOPMENT PROGRAM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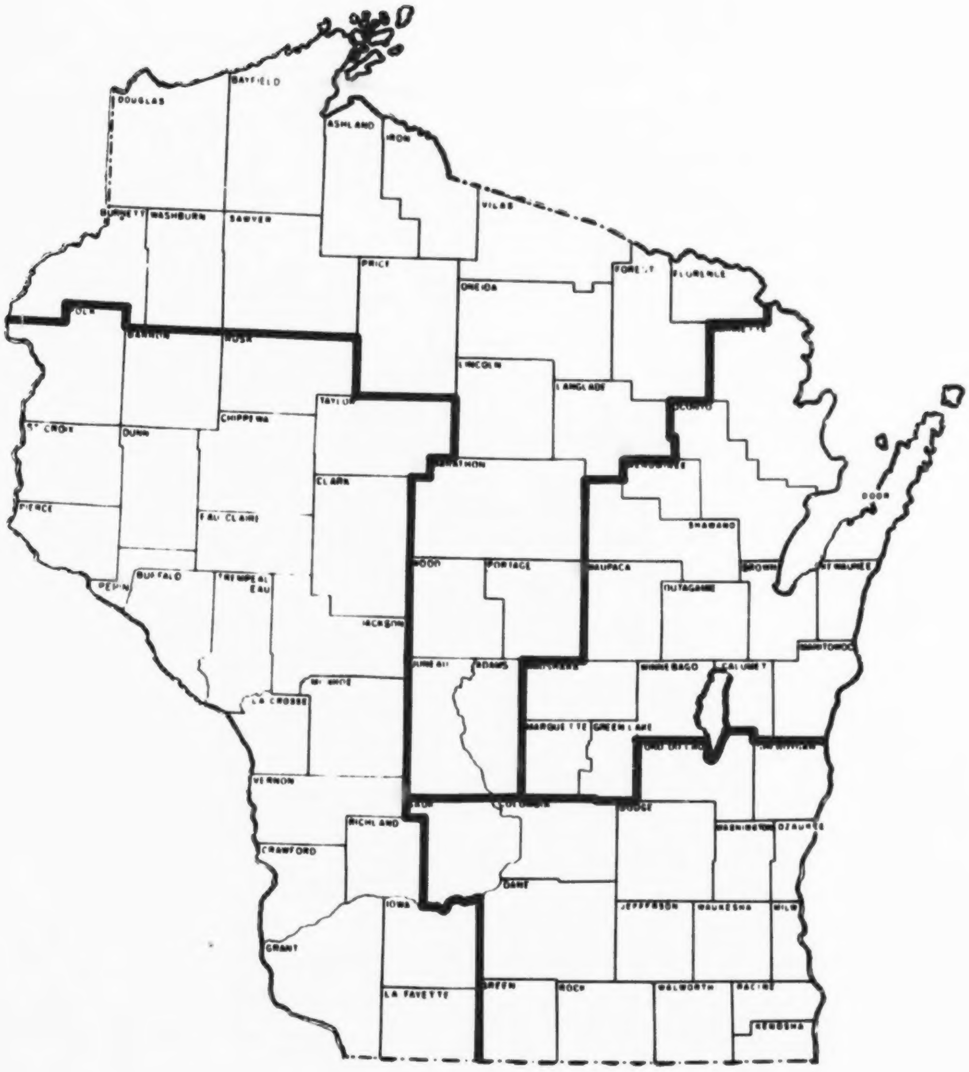
UNIVERSITY OF WISCONSIN EXTENSION
DIVISION OF COMMUNITY PROGRAMS

HOME ECONOMICS PROGRAM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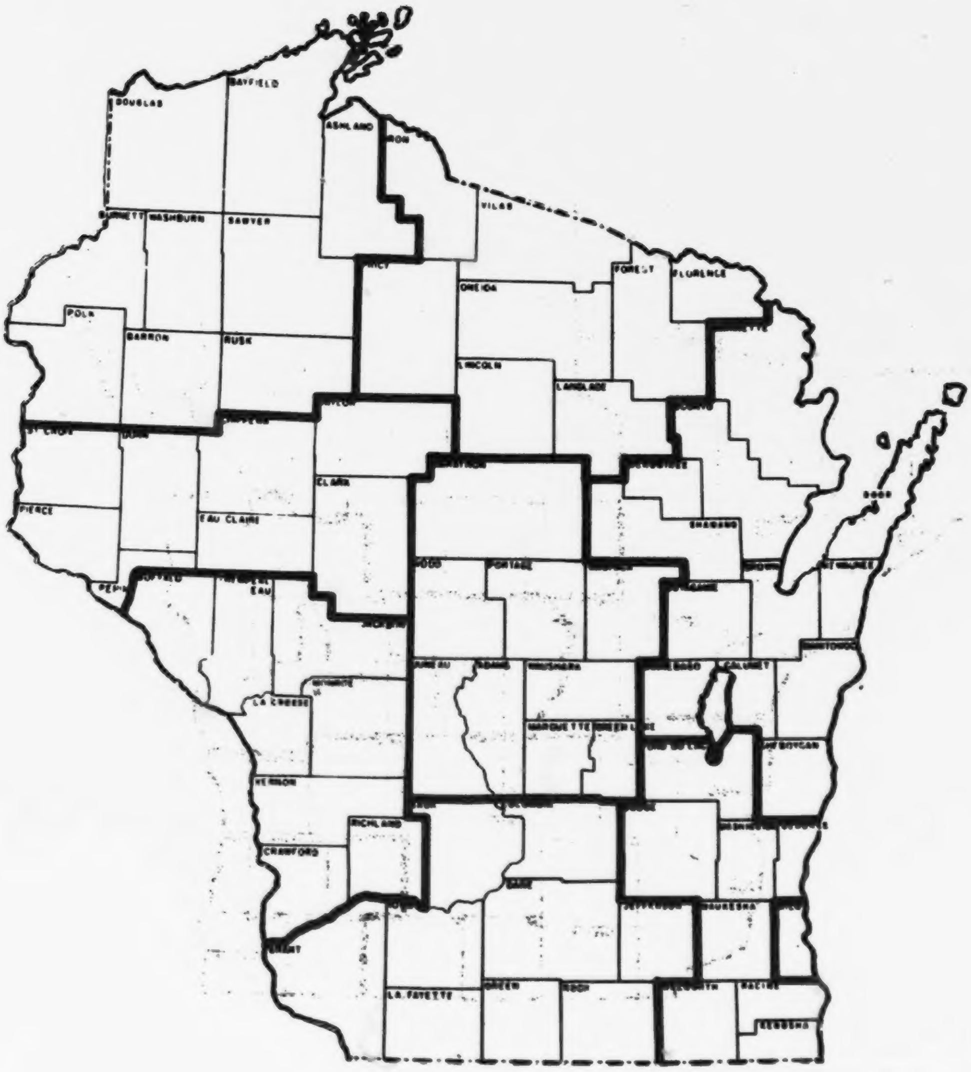
DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS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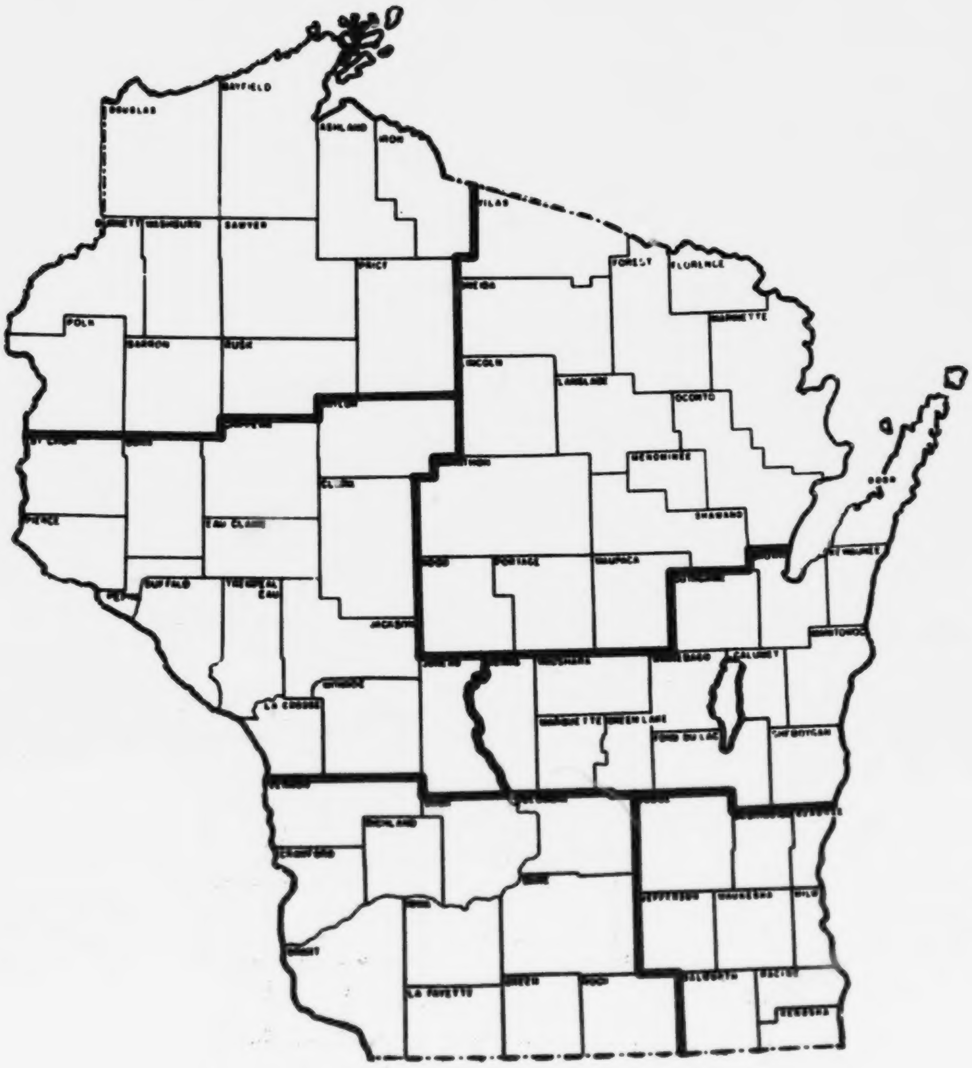
DEPARTMENT OF TRANSPORTATION
DIVISION OF MOTOR VEHICLES

BUREAU OF ENFORCEMENT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DEPARTMENT OF NATURAL RESOURCES
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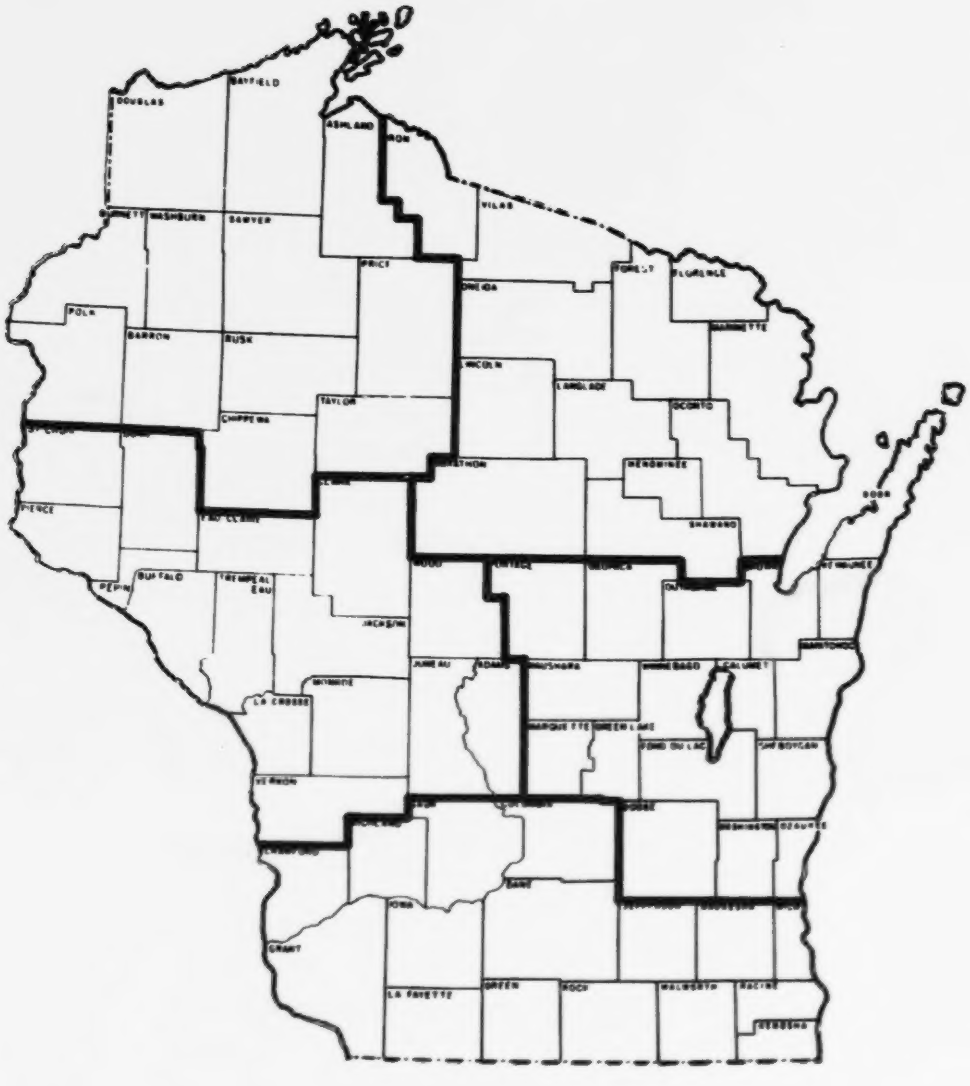
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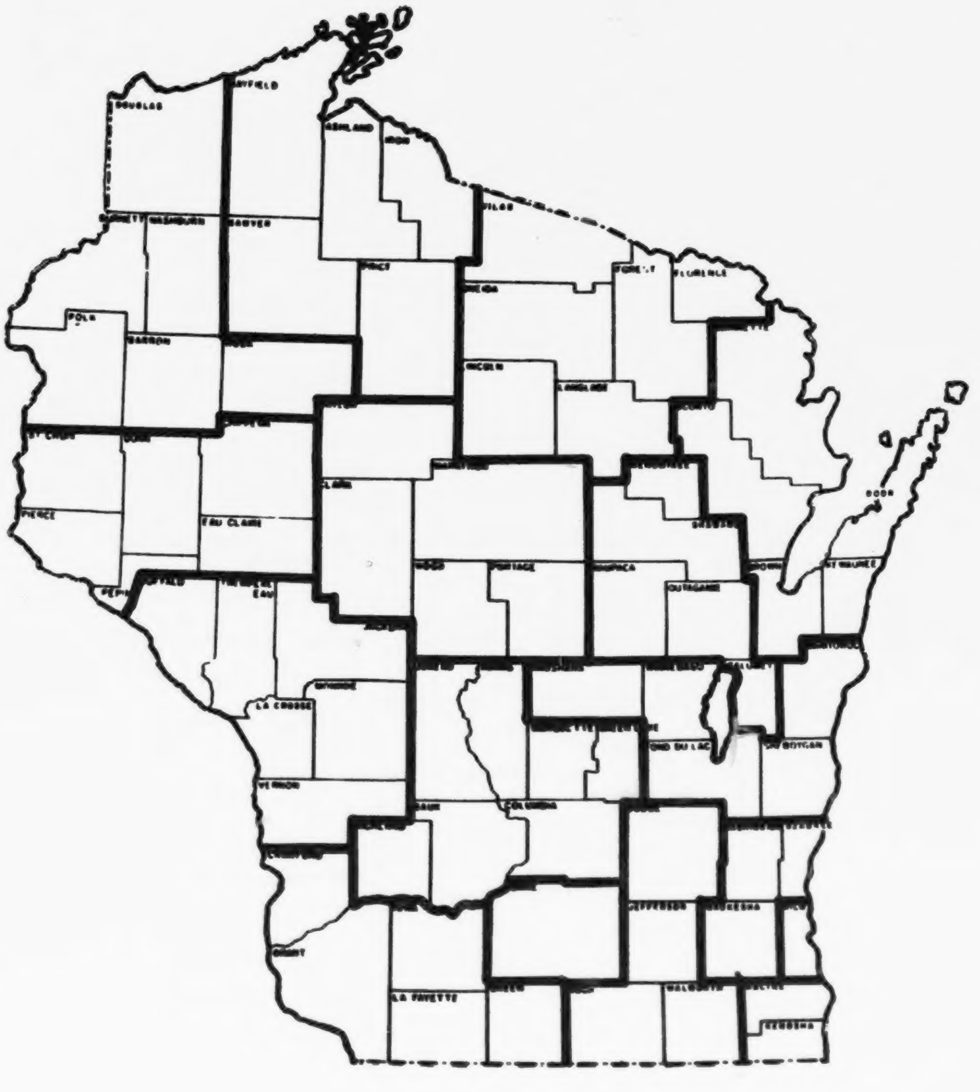
DEPARTMENT OF HEALTH AND SOCIAL SERVICES
DIVISION OF MENTAL HYGIENE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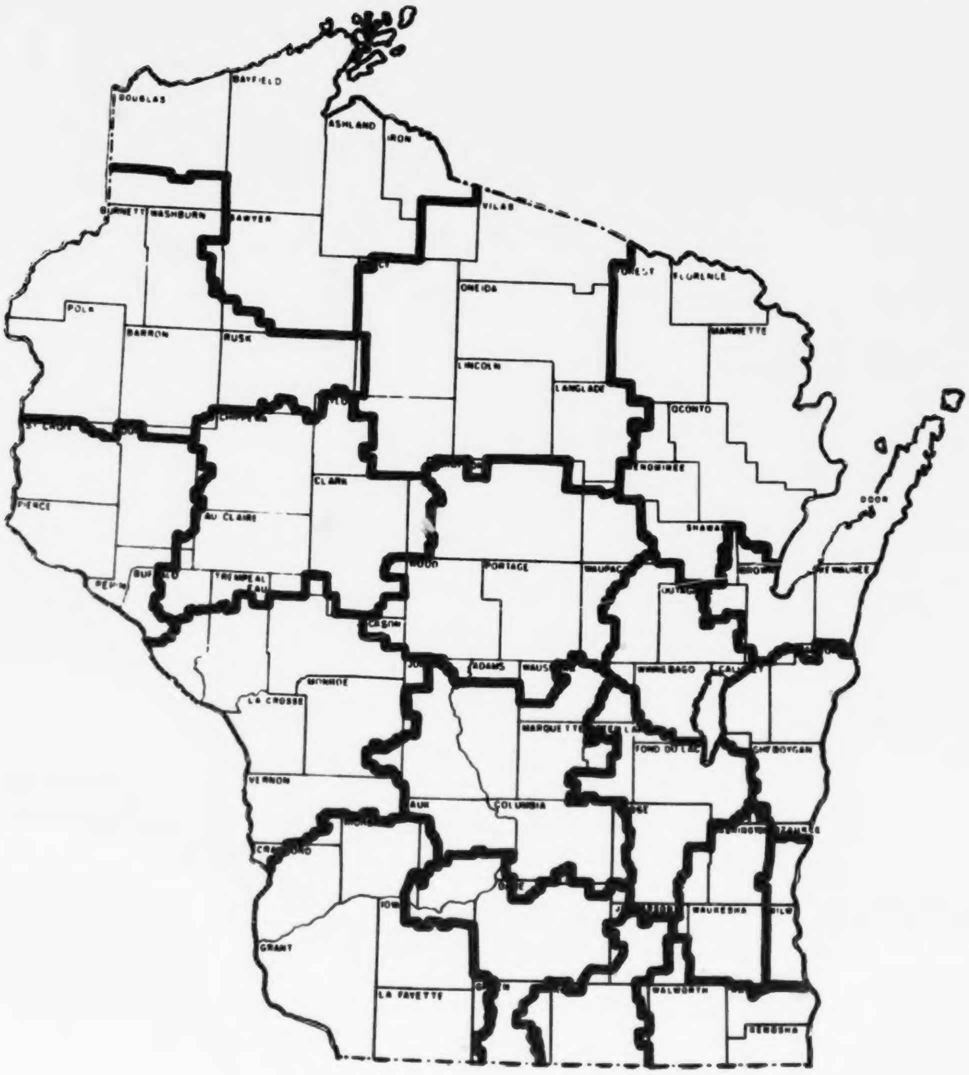
WISCONSIN COOPERATIVE EDUCATIONAL SERVICE AGENCIES
DEPARTMENT OF PUBLIC INSTRUCTION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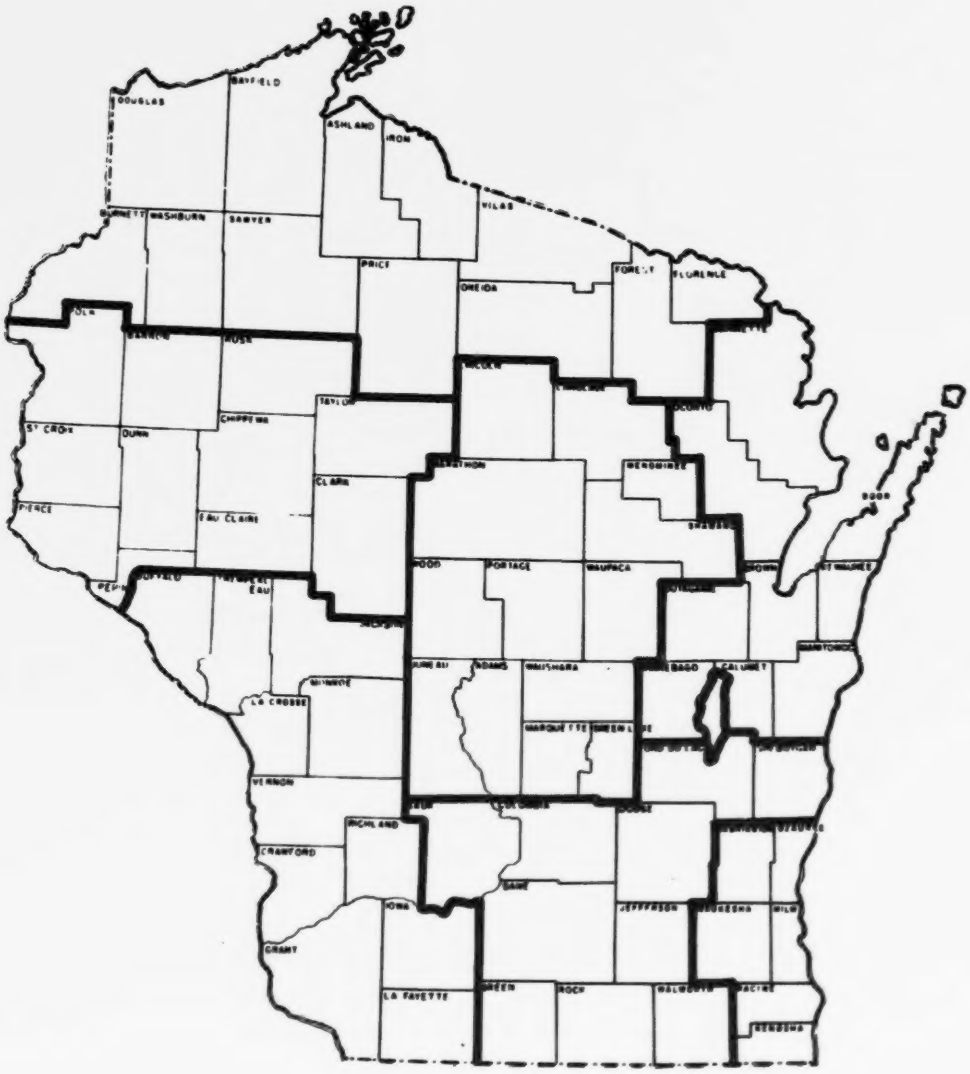
UNIVERSITY OF WISCONSIN EXTENSION
DIVISION OF COMMUNITY PROGRAMS

ADMINISTRATIVE DISTRICTS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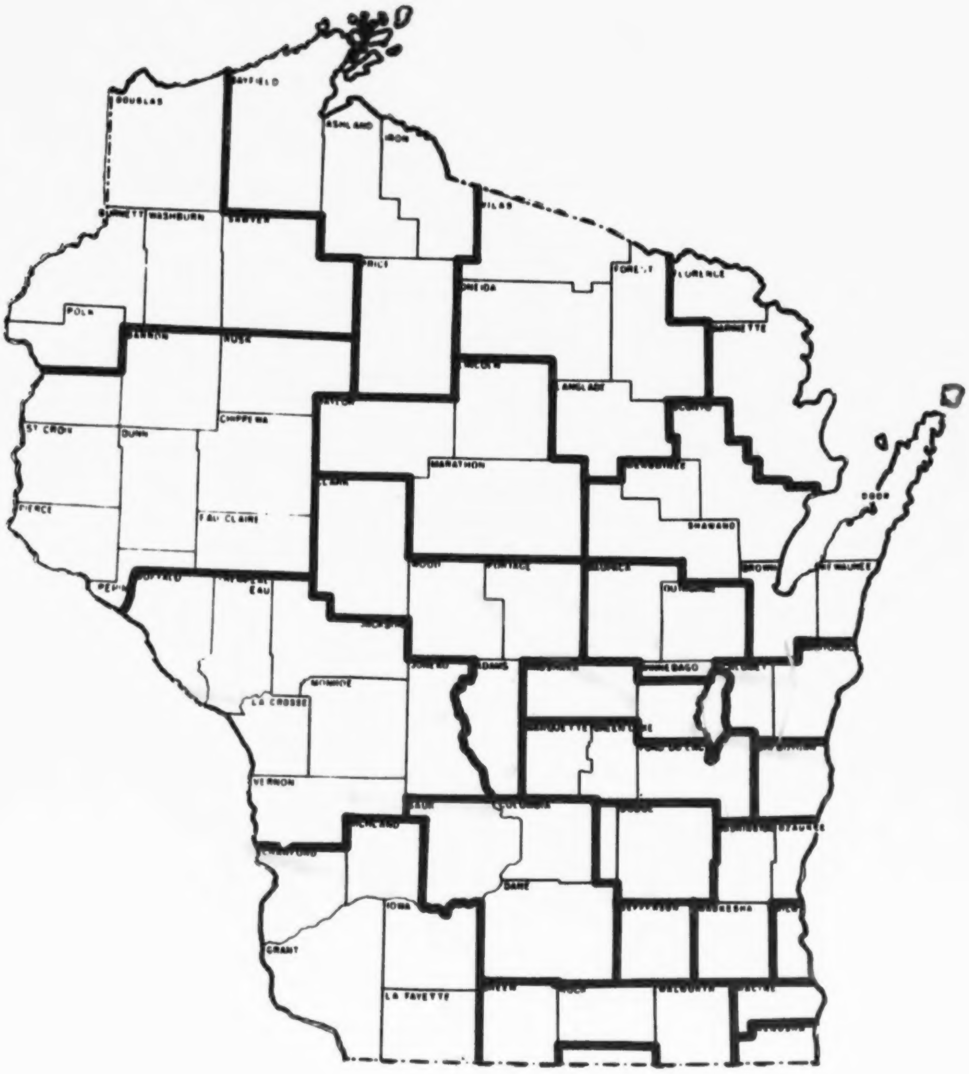
DEPARTMENT OF INDUSTRY, LABOR, AND HUMAN RELATIONS

STATE EMPLOYMENT SERVICE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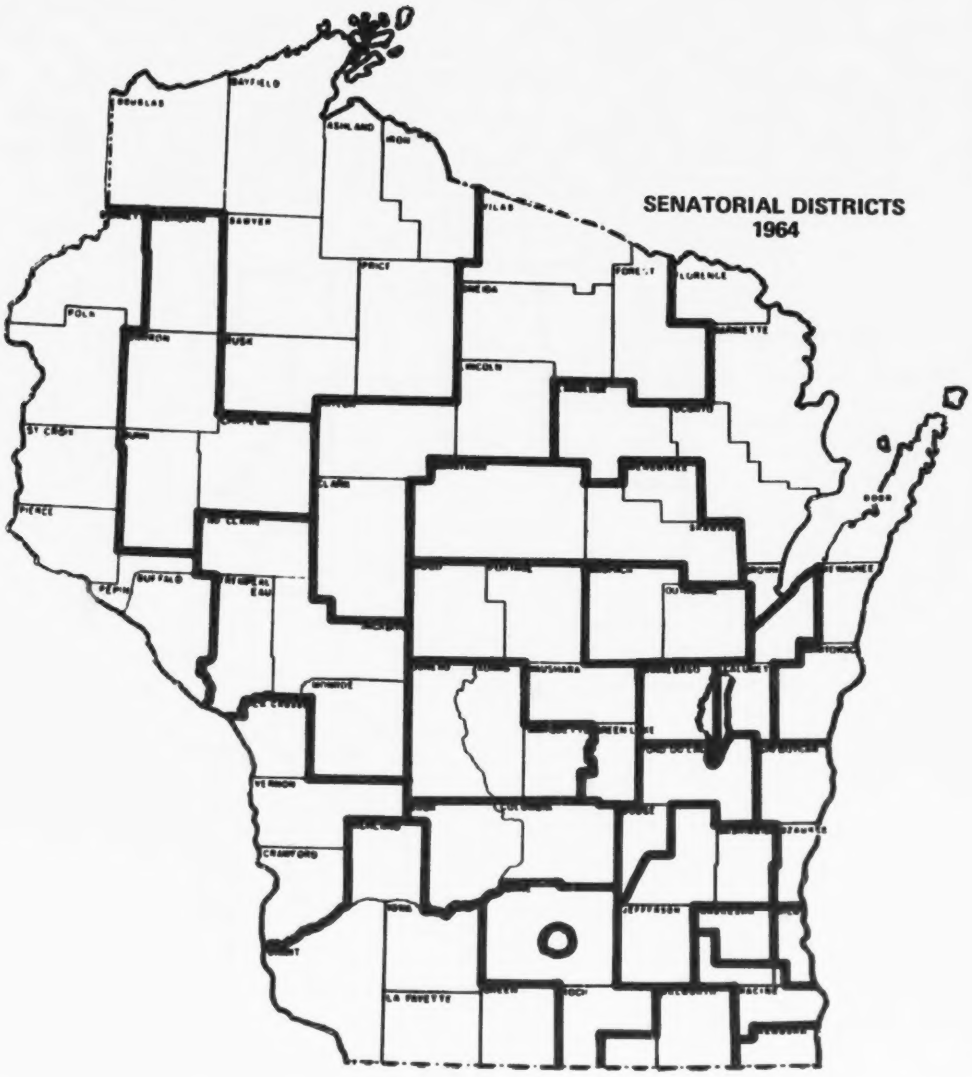
STATE SENATORIAL DISTRICTS


SENATORIAL DISTRICTS
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In an attempt to eliminate much of the confusion which has resulted from the considerable overlapping of districting patterns and in order to better serve the citizens of the entire state, through the coordination of state agency programs, Wisconsin Governor Knowles in 1967, as a part of the plan for the reorganization of state government, requested the Bureau of State Planning, Department of Administration, to study and recommend a plan for the creation of uniform administrative districts for all of Wisconsin. The basic purposes for the creation of uniform administrative districts were stated as follows:

1. To facilitate more effective coordination of services among state agencies and between state and local programs;
2. To foster planning and coordination of state and federal programs which are applied on regional and local bases;
3. To provide a uniform information base for short and long term policy making and policy execution;
4. To formulate comprehensive program policies on a regional basis.[5]

Based on the findings of the Bureau of State Planning, and on further study, an interagency working committee of Governor Knowles' Operating Cabinet presented to the Governor their recommendation for proceeding toward a system of uniform administrative districting on April 22, 1968. Under this plan the state would be divided into eight uniform administrative districts, the basic administrative unit for the state, and four general areas, each area consisting of two districts. The following map indicates the uniform administrative district lines recommended by the Operating Cabinet Working Committee. On August 18, 1969 the plan was approved by the Governor to be implemented initially on a one-year trial basis. As indicated in the uniform administrative district plan, District 18 lies in two districts, the boundary line occurring at the Burnett-Polk county line.

Another recent development relative to districting patterns and the relationship of these patterns to Vocational District 18 is that of area-wide planning on a multi-county level. On June 14, 1968, Governor Knowles requested that the Department of Local Affairs and Development make a thorough investigation into the matter of state-wide regional planning and recommend a plan whereby area-wide planning districts could be provided throughout the state on a logical and coordinated basis. At present, by virtue of Section 66.945 of the State Statutes, Wisconsin has seven regional planning commissions covering nearly half of the counties in the state. As shown on the accompanying map, the size of the present commissions varies tremendously. In his request to Local Affairs and Development, the Governor inquired into the feasibility of establishing area-wide planning districts coterminous or otherwise compatible with the uniform state administrative districts. To date, the recommendations of the Department of Local Affairs and Development closely approximate the districting pattern of the proposed uniform administrative districts. Nine regional units have been proposed for regional planning purposes, as indicated on the map. With substantial state assistance, it is envisioned that the new regional commissions could be created by 1970. Again, in the case of District 18, the district is bisected at the Burnett-Polk county line according to the boundaries specified in the proposed regional planning districts.

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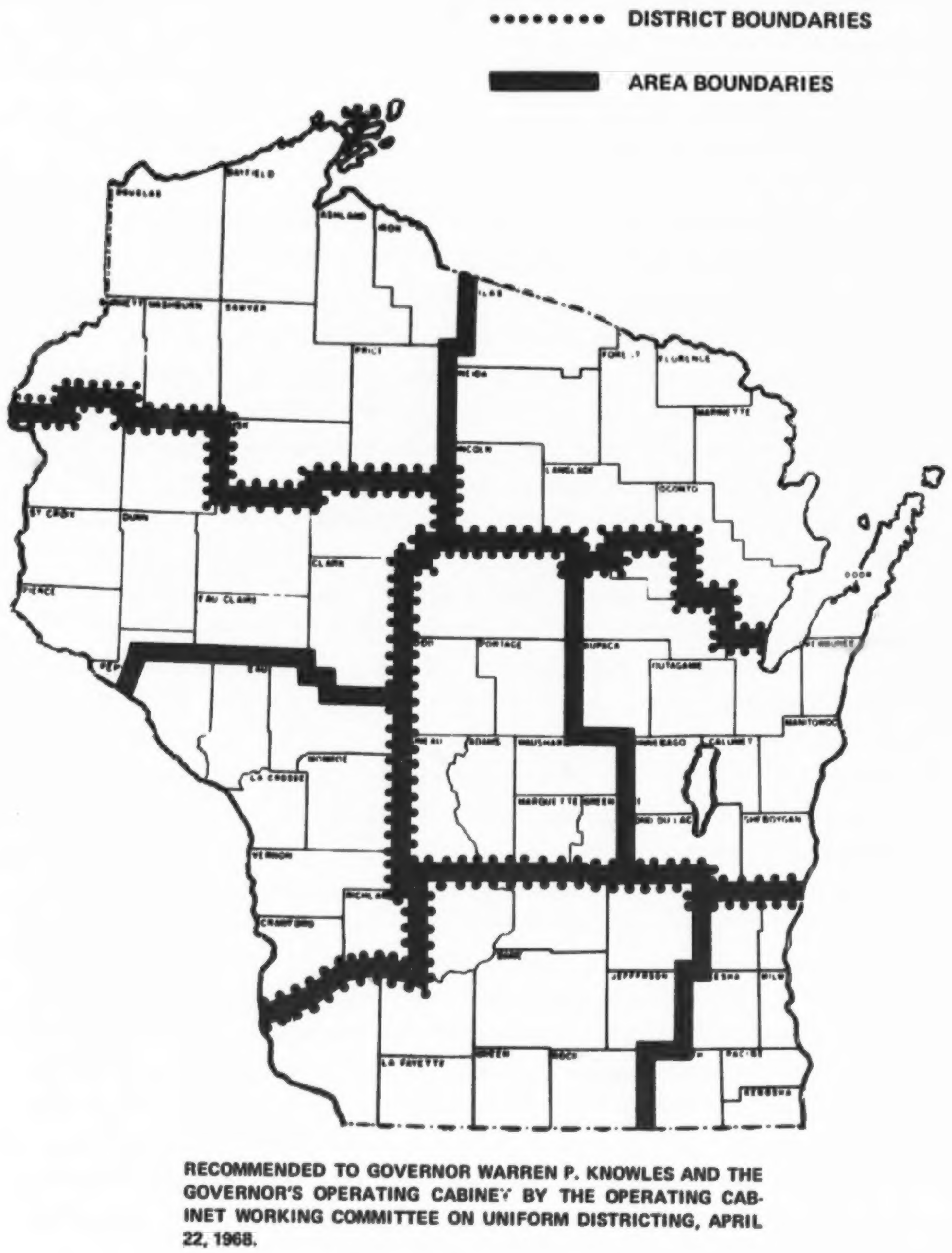
[5] "Criteria and Alternatives for Uniform Administrative Districts," Bureau of State Planning, Department of Administration, (Madison, Wis., February, 1968), p. 1.

WISCONSIN'S UNIFORM ADMINISTRATIVE DISTRICTS


•••••••• DISTRICT BOUNDARIES
AREA BOUNDARIES
DOUGLAS
BAYFIELD
ASHLAND
IRON
WASHBURN
SAWYER
PRICE
FLORENCE
MARINETTE
LANGLADE
OCONTO
ST CROIX
DUNN
CLARK
PIERCE
EAU CLAIRE
DOOR
PORTAGE
OUTAGAMIE
MANITOWOC
ADAMS
CALUMET
LA CROSSE
MARQUETTE
SHEBOYGAN
VERNON
CRAWFORD
JEFFERSON
LA FAYETTE
GREEN
RACINE
KENOSHA

RECOMMENDED TO GOVERNOR WARREN P. KNOWLES AND THE GOVERNOR'S OPERATING CABINET BY THE OPERATING CABINET WORKING COMMITTEE ON UNIFORM DISTRICTING, APRIL 22, 1968.

CHAPTER III

DESCRIPTION OF AREA

As stated previously, District 18 consists of the four northwest Wisconsin counties of Burnett, Polk, St. Croix and Pierce. The district is in an area which is heavily agricultural and forestry oriented, but increasingly coming under the influence of the Twin Cities of Minneapolis-St. Paul. This influence is manifested in the increasing numbers of people residing predominantly in Pierce and St. Croix Counties and commuting to work in the Twin Cities. The two northern counties of Burnett and Polk are also experiencing growth in local employment with a number of new employers locating in these areas to take advantage of the available labor supply. Most of these employers are branches of firms based in the Twin Cities.

In the material which follows, a "county profile" is presented of each of the four counties comprising District 18, with attention directed toward a number of unique geographic, economic and sociological features of each county.

Burnett County – The northernmost of the four counties, Burnett County has the smallest population, with a total of 9,214 people in 1960 (see Table 1). The total population of this county has been declining since 1940. Some new employment has come into the county in the form of small woodworking concerns and assembly line operations for various small components, causing an increase of 81 percent in manufacturing employment. However, these industries provide low-skill and low-pay assembly line jobs which serve as a stopgap solution to unemployment problems of the low-skill unemployed persons in the county. While this increase is substantial and beneficial to the economy of the county, further growth in skilled jobs is required to stimulate growth, or at least halt out-migration. The county is still heavily dependent upon the recreation industry and this will continue to play an important role in the future. Table 3 indicates that the largest percentage increase in monetary value of real estate occurred in housing where value went from $9.8 million to $26.4 million between 1960 and 1968, an increase of 167%. Manufacturing real estate also experienced considerable growth, an increase of better than one-half million dollars, or 114%.

While the above indicators appear favorable for Burnett County, population projections call for a decline of from 2.6% to 13%, depending upon the methods of forecasting (see Table 4). A big deficit of young adults (ages 18-44) shows up in the county population age pattern. The median age of 35.9% (half younger; half older) is six years higher than the state median of 29.9%. Population density (persons per square mile) in

TABLE 1

District 18, Population Trends, 1930-1960

County	1930	1940	1950	1960
Burnett	10,233	11,382	10,236	9,214
Pierce	21,043	21,471	21,448	22,503
Polk	26,567	26,197	24,448	24,968
St. Croix	25,455	24,842	25,905	29,164

Source: U. S. Census of Population.

TABLE 2

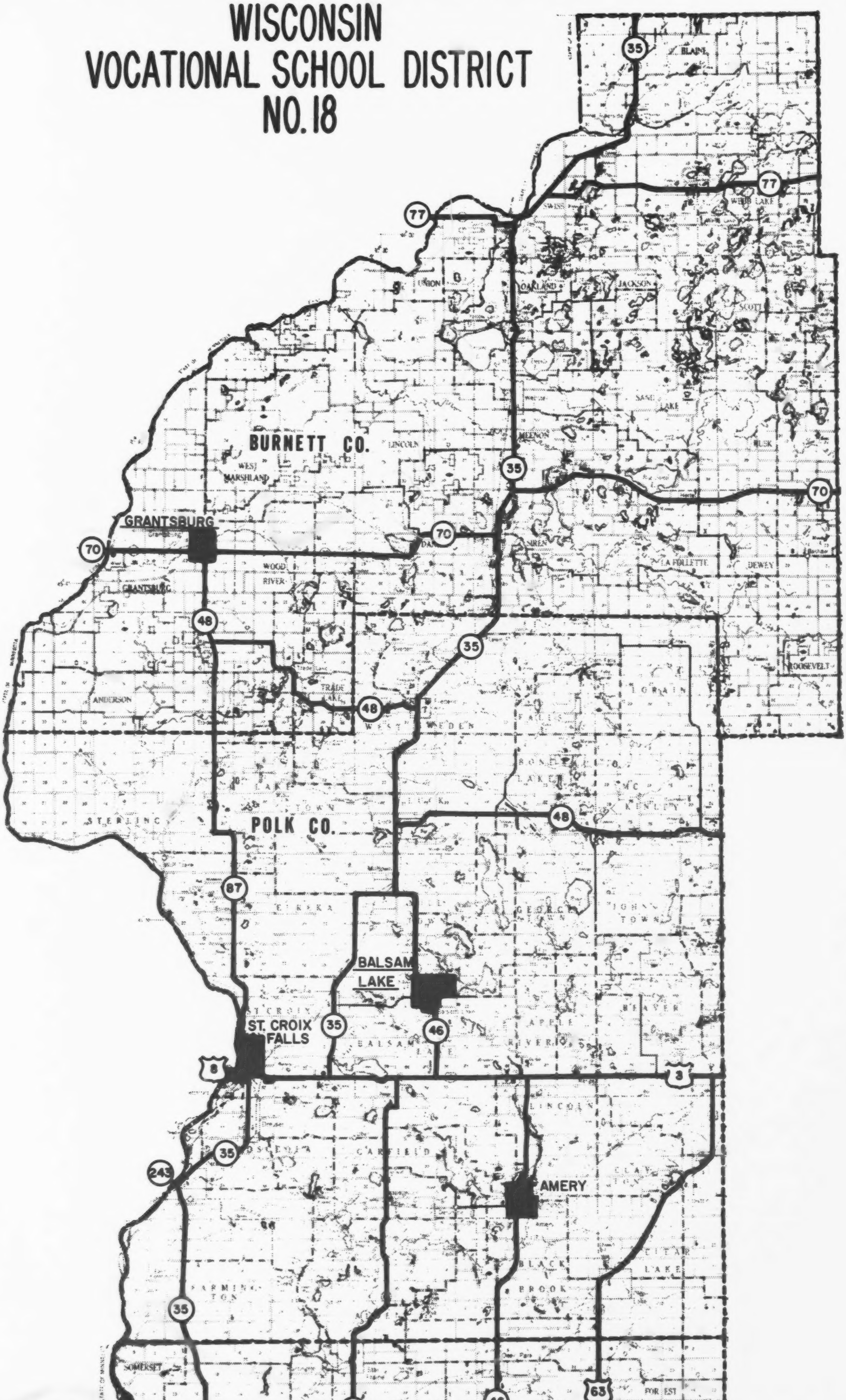
Change in Manufacturing Employment by County, 1959-1967

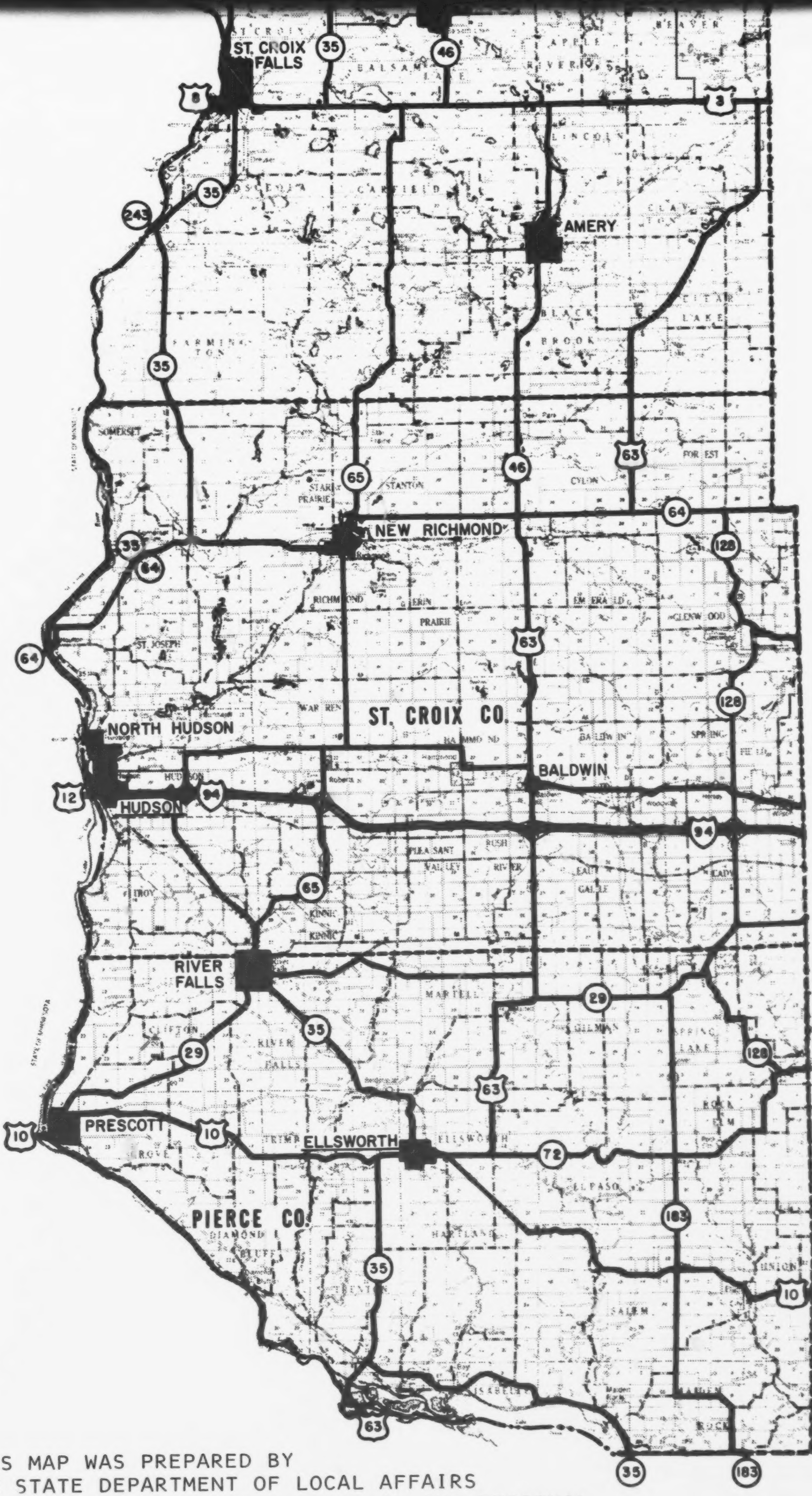
	Number of Manufacturing Employees		
County	1959	1967	Percent Change 1959-1967
Burnett	341	617	81%
Pierce	356	402	13
Polk	463	1,642	254
St. Croix	880	1,153	29

Source: Department of Local Affairs and Development, Economic Development Division.

Burnett County is about 11, compared with a state average of 72 and an average of about 30 in settled farm areas. This indicates the character of land use; only about 30% of the land is in farms.

WISCONSIN
VOCATIONAL SCHOOL DISTRICT
NO. 18


35
BLAINE
77
WEBB LAKE
SWISS
77
UNION
OAKLAND
JACKSON
SCOTT
SAND LAKE
RUSK
MEENON
LINCOLN
BURNETT CO.
WEST MARSHLAND
35
70
GRANTSBURG
70
DANIELS
70
SIREN
LA FOLLETTE
DEWEY
GRANTSBURG
WOOD RIVER
48
35
ROOSEVELT
TRADE LAKE
ANDERSON
48
WEST SWEDEN
LORAIN
LUCK
BONE LAKE
McKINLEY
LAKETOWN
48
STERLING
POLK CO.
87
EUREKA
GEORGETOWN
JOHNSTOWN
BALSAM LAKE
ST. CROIX FALLS
35
46
BALSAM LAKE
APPLE RIVER
BEAVER
8
8
LINCOLN
OSCEOLA
GARFIELD
35
243
CLAYTON
AMERY
CLEAR LAKE
BLACK BROOK
FARMINGTON
35
SOMERSET
STATE OF MINNESOTA
65
46
63
FOREST


ST. CROIX FALLS
AMERY
NEW RICHMOND
ST. CROIX CO.
NORTH HUDSON
HUDSON
BALDWIN
RIVER FALLS
PRESCOTT
ELLSWORTH
PIERCE CO.
OSCEOLA
GARFIELD
LINCOLN
CLAYTON
BALSAM LAKE
APPLE RIVER
BEAVER
BLACK BROOK
CLEAR LAKE
FARMINGTON
SOMERSET
STAR PRAIRIE
STANTON
FOREST
CYLON
RICHMOND
ERIN PRAIRIE
EMERALD
GLENWOOD
ST. JOSEPH
WARREN
HAMMOND
SPRINGFIELD
PLEASANT VALLEY
RUSH RIVER
EAU GALLE
TROY
KINNICKINNIC
MARTELL
GILMAN
SPRING LAKE
CLIFTON
RIVER FALLS
ROCK ELM
TRIMBELLE
OAK GROVE
ELLSWORTH
EL PASO
DIAMOND BLUFF
HARTLAND
UNION
SALEM
ISABELLE
MAIDEN ROCK
ROCK
STATE OF MINNESOTA
35
46
8
243
65
63
64
128
12
94
29
10
72
183

THIS MAP WAS PREPARED BY
THE STATE DEPARTMENT OF LOCAL AFFAIRS
AND DEVELOPMENT, BUREAU OF LOCAL AND REGIONAL
PLANNING, WITH THE AID OF MAPS PREPARED BY THE
DEPARTMENT OF TRANSPORTATION, DIVISION OF HIGHWAYS.

TABLE 3

Full Value of Real Estate, District 18, (in Thousands)

County	1960	1962	1964	1966	1968	Percent Change 1960-1968
			Residential Property			
Burnett	9,861.0	13,767.9	17,429.5	22,047.2	26,402.0	167.7%
Pierce	22,270.6	28,993.8	33,082.8	41,328.5	46,960.0	110.9%
Polk	27,965.4	38,601.7	43,767.2	51,238.0	58,428.2	108.9%
St. Croix	38,707.5	45,918.0	52,360.2	63,856.5	76,679.5	98.1%
Total	98,804.5	127,281.4	146,639.7	178,470.2	208,469.7	111.0%
			Mercantile Property			
Burnett	4,803.9	5,316.9	6,003.9	7,296.9	7,665.4	59.6%
Pierce	7,589.5	8,015.7	9,402.1	12,113.2	13,593.2	116.8%
Polk	7,850.8	9,566.7	10,925.5	12,817.1	14,187.2	80.7%
St. Croix	9,425.7	10,381.1	12,398.2	16,299.4	17,925.5	90.2%
Total	29,669.9	33,280.4	38,729.7	48,526.6	53,371.3	79.9%
			Manufacturing Property			
Burnett	498.0	623.8	739.1	1,069.8	1,067.1	114.3%
Pierce	1,533.3	1,164.7	1,665.3	1,822.6	1,441.0	6.0%
Polk	3,250.1	3,352.7	3,670.0	4,194.8	4,005.7	23.2%
St. Croix	3,683.4	3,870.5	4,164.8	5,608.6	5,834.8	58.4%
Total	8,964.8	9,011.7	10,239.2	12,695.8	12,348.6	37.7%
			Agricultural Property			
Burnett	7,044.1	7,891.0	8,449.8	7,439.5	8,428.4	19.7%
Pierce	32,225.7	36,810.7	39,551.2	42,726.7	47,288.6	46.7%
Polk	27,881.6	34,110.9	32,361.1	34,912.4	40,046.6	43.6%
St. Croix	40,950.7	47,197.9	50,577.9	53,544.1	62,081.0	51.6%
Total	108,102.1	126,010.5	130,940.0	138,622.7	157,844.6	46.0%

Source: Annual County Statistical Reports; Wisconsin Department of Taxation

TABLE 4

Population Projections, Vocational Education District 18

County	1960*	1970	1980	Percent Change 1960-1980
	Department of Rural Sociology Projections			
Burnett	9,214	9,160	7,977	-13.4%
Pierce	22,503	28,129	30,238	+34.4%
Polk	24,968	27,221	25,991	+ 4.1%
St. Croix	29,164	33,074	35,903	+23.1%
Total	85,849	102,020	100,109	+16.6%
	Department of Health and Social Services Projections			
Burnett	9,214	8,600	8,100	-12.1%
Pierce	22,503	22,700	22,800	+ 1.3%
Polk	24,968	25,000	25,000	+ 0.1%
St. Croix	29,164	31,500	33,600	+15.2%
Total	95,849	87,800	89,500	+ 4.3%
	Department of Local Affairs and Development Projections by Past Trends Method			
Burnett	9,214	9,350	8,970	- 2.6%
Pierce	22,503	22,600	22,880	+ 1.7%
Polk	24,968	25,100	24,600	- 1.5%
St. Croix	29,164	29,420	30,350	+ 4.0%
Total	85,849	86,470	86,800	+ 1.1%

*1960 Census

The total land area of Burnett County is 840 square miles. Rail service is provided by the Soo Line to Siren and Webster. Grantsburg, the County Seat, is about 80 miles northeast of St. Paul and 75 miles south of Superior. In 1960 the population of Grantsburg was 900, Siren was 679, and Webster 514.

Polk County – The next county to the south, Polk County, has also been experiencing population decline between 1930 and 1960 (see Table 1), but has a considerably larger population than Burnett County (24,968 in 1960). Polk, like Burnett County, has been experiencing some increase in manufacturing employment, much of which is the same type as mentioned above, requiring low skill and paying low wages. However, growth in Polk County was greater than that experienced by Burnett, increasing from 463 manufacturing employers in 1959 to 1,642 in 1967, an increase of 254% (see Table 2). A number of these new employers, such as Fabri-Tek in Amery, are of considerable size and rank among the top employers in the District. Polk County is also dependent upon the recreation industry for a substantial portion of its income. The increase in real estate values for Polk County on the other hand, while larger in absolute terms, represents a smaller percent increase than that experienced by Burnett County, especially in manufacturing real estate. Polk County experienced an increase of about $750,000, or 23%, in manufacturing real estate compared to Burnett County's 114% rate of increase (see Table 3). This seems to indicate that these firms represent a very small capital investment. Despite the increase in employment, however, Polk County's population is expected to remain almost stable, with only slight growth indicated (see Table 4).

The population density of 27 persons per square mile in Polk County is somewhat below the average for an agricultural-type county. Relative to the state, there are proportionately few adults in the 18-44 year old group; undoubtedly out-migration losses have taken the greatest toll among young adults. Between 1950 and 1960, out-migration from Polk County (the number who moved out of the county less the number who moved in) amounted to about 2,812 persons.

Polk County is served by the Soo Line and the Chicago and North Western Railway. U.S. highway 8 is an important east-west road in this area. State highway 35, which runs north and south through Polk County, is a scenic western Wisconsin road; Interstate Park near St. Croix Falls, is just off this highway.

The land area of Polk County is 934 square miles. Major population centers include Amery with a 1960 population of 1,769, St. Croix Falls, 1,249 and Osceola, 942.

St. Croix County – The Two remaining counties of St. Croix and Pierce have much in common; both have shown an increase in population betweenn 1930 and 1960, and continued increases are anticipated. St. Croix is the nearest county to the Twin Cities, and access, via Interstate 94 which passes through the county, is excellent. Due to this proximity to the Twin Cities much of the growth experienced results from individuals residing in the county and commuting to the Twin Cities to work. Table 2 shows that despite the substantial population growth, manufacturing employment has increased much less than it has in Burnett or Polk counties – 29.3% compared to 81% and 254% respectively for the other two counties.

Real estate value increases for St. Croix County also point out the commuter nature of the population. While residential real estate nearly doubled its value (98% increase), manufacturing real estate grew only by 58% (see Table 3). The heavy influence of the Twin Cities will cause continued growth in St. Croix County, and it is anticipated that this will remain the largest county of the four (see Table 4).

In spite of its growth in population, however, St. Croix County is far from being urbanized. Population density is higher than one finds in typical rural counties so far north, but at 40 persons per square mile it is still well below the state average of 72.2. There are no large cities. Hudson, the largest, has a population of 4,325. Other population centers include New Richmond, 3,316, Baldwin, 1,184, Glenwood City, 835 and Somerset, 729.

Total land area of St. Croix County is 736 square miles. Between 1959 and 1964 the number of farms in the county decline from 2,352 to 2,141, while the average size per farm increased from 170.6 acres to 184.6. At the same time the percentage of land in farms dropped from 85.2 to 83.9. Sales per farm run higher than the state average, with dairy products the largest single source of farm income.

Interstate 94, the main highway connection between Chicago, Milwaukee, and the Twin Cities, passes through St. Croix County in an east-west direction. Mainline rail service is provided by the Chicago and Northwestern and the Soo Line. The St. Croix River, a tributary of the Mississippi is navigable to Stillwater, Minnesota, above Hudson.

Pierce County -- The remaining county, Pierce, has much the same type of make-up as St. Croix, and is also influenced by the Twin Cities and Red Wing, Minnesota. Manufacturing employment in Pierce has shown only a 13% increase, lowest of the four counties (see Table 2). This is reflected in real estate values. While residential real estate value has increased 110%, manufacturing real estate actually declined in value by 6% (see Table 3). Nevertheless, growth in this county should continue at a rapid pace, contributing a large portion of the anticipated growth for the four-county district.

Pierce County has good agricultural soil, and it has had a more prosperous farm population than most areas this far north. About 32% of the resident workers in the county are engaged in farming, compared with 11% in Wisconsin as a whole. Only 18% reported that they worked in manufacturing when the 1960 census was taken. The 1964 Census of Agriculture counted 1,875 farms, compared with 2,057 in 1959. The farms are generally large, having aboutt 85 acres of cropland on the average. Dairy products are the leading source of farm income.

The more populous localities within Pierce County are only 25 to 30 miles southeast of St. Paul, Minnesota. These include River Falls, with a 1960 population of 4,857, Ellsworth with 1,701, and Prescott with 1,536. The population of River Falls has increased considerably since 1960 as a result of the rapidly increasing student enrollment of Wisconsin State University at River Falls. Fall, 1967 enrollment totaled 3,691 students, according to the records of the Coordinating Council for Higher Education. This college student population in turn gives Pierce County a sizeable 18-22 age group when contrasted with the other three counties of District 18. Otherwise the population is somewhat below the state average in younger people and above average in the proportion of those 65 and over.

In total land area, Pierce County contains 591 square miles. The Burlington Railroad, along the Mississippi River, and the Chicago and North Western provide rail service to the larger localities in Pierce County. U.S. highway 10 is a major east and west road through this section, leading to the Twin Cities. The Great River Road, state highway 35, skirts the shoreline of Lake Pepin and the scenic bluffs of this area.

Summary – Conclusion

In light of the preceeding discussion, it appears that the district is composed of two quite distinct and different areas, as previously stated in Chapter II. One area is heavily resort and forestry-oriented with some growth in employment, primarily in small industries. This area consists of Burnett and Polk Counties. The other area, consisting of St. Croix and Pierce Counties, is primarily an agricultural area with some recreational activity and a small amount of industry. In addition, however, this area is coming increasingly under the influence of the Twin Cities. With the recent completion of Interstate 94 from Hudson to the Twin Cities the potential for these two counties becoming a bedroom area for the Cities is considerable.

Thus it appears that St. Croix and Pierce Counties will continue to grow in the years immediately ahead, partially as a result of persons living in these counties and commuting to the Twin Cities area and Red Wing, Minnesota for employment. This pattern is likely to continue with residential development occurring to the north and south of the Interstate 94 highway corridor.

The northern counties, Polk and Burnett, on the other hand, are attracting some industrial employment, but it is predominantly assembly line operations not requiring much skill, and some small woodworking establishments also employing relatively low skill people. For the most part, these businesses represent relatively small capital investments for the corporations that are building them. As a result, they are subject to fluctuations in the business cycle. Any slow-down in the economy would probably affect these businesses first. In terms of population, here too Polk and Burnett Counties show little or no projected growth. Though there is some flow of employees between Minnesota and Wisconsin along Polk and Burnett Counties, the impact from the Twin Cities relative to labor demands is far greater in the two southern counties of District 18.

CHAPTER IV

PRESENT VOCATIONAL EDUCATION PROGRAMS

A variety of educational programs of a vocational-technical nature are available either within or in close proximity to District 18. These programs are available under the auspices of a number of different agencies and groups. A survey of these existing programs is presented in the following paragraphs together with an indication of where the programs are being offered, as well as their sponsorship.

Vocational-Technical Programs of High School Districts. – The following is a list of vocational and technical education courses offered by the high school districts within the boundaries of District 18.
(Information from Department of Public Instruction, Madison, Wisconsin.)

VOC-TECH COURSES IN HIGH SCHOOLS

OF DISTRICT"18"

BURNETT COUNTY		**Level**
Grantsburg	Ag I, II, III, IV	9, 10, 11, 12
Siren	Ag I, II, III, IV	9, 10, 11, 12
Webster	Power Mechanics	12
PIERCE COUNTY		
Ellsworth	Ag I, II, III, IV	9, 10, 11, 12
Elmwood	Ag I, II, III, IV	9, 10, 11, 12
Plum City	Ag I, II, III, IV	9, 10, 11, 12
Prescott	Ag I, II, III, IV	9, 10, 11, 12
River Falls	Ag I, II, III, IV	9, 10, 11, 12

POLK COUNTY

Amery	Ag	9, 10, 11, 12
	Office Practice	12
	Drafting	12
Balsam-Milltown	Ag	9, 10, 11, 12
	Power Mechanics	12
	Food Service	12
	Office Practice	12
Clayton	Ag	9, 10, 11, 12
Clear Lake	Ag	9, 10, 11, 12
Frederic	Ag I, II, IV	9, 10, 11
	Power Mechanics	9, 11, 12
Luck	Ag I, II, III, IV	9, 10, 11, 12
	Power Mechanics	9, 10, 11, 12
Osceola	Ag I, II, III, IV	9, 10, 11, 12
St. Croix Falls	Ag I, II, III, IV	9, 10, 11, 12
	Office Clerical Practice	12
	Drafting	12
	Metals	12

ST. CROIX COUNTY

Baldwin Woodville	Ag	9, 10, 11, 12
Glenwood City	Ag	9. 10, 11, 12

Hammond	Ag	9, 10, 11, 12
Hudson	Ag I, II, III, IV	9, 10, 11, 12
New Richmond	Ag I, II, III, IV	9, 10, 11, 12
Somerset	Home Ec I, II, III	9, 10, 11

Post Secondary Vocational-Education Sponsored by District 18

District 18 lists the following courses in major curriculum areas in "Guidelines for Program Review for Advotech 18," for the academic year 1968-69. Since there are currently no full-time programs being offered by District 18, the attached list pertains to part-time programs offered at various locations throughout the district.

A. Trades and Industry – 1110 Enrollees

Advanced Small Engine Repair
Aircraft Welding
Basic Industrial Electricity
Basic Machinist Training
Basic Math
Beginning Machine Shop
Beginning Small Engine
Blueprint Reading
Defensive Driving
Driver Education
Fundamentals of Electricity
Fundamentals of Electricity II
Fundamentals of Welding
Furniture Refinishing
Ground School for Pilots
Home Mechanics for Women
Introduction to Plastics
Lettering and Sign Painting
Outboard Engine Repair
Oxyacetylene Welding
Related Instruction for Plumbing Apprentices
Sheet Metal
Welding for Farmers
Woodworking
Upholstery

B. Health Occupations – 509 Enrollees

Advanced First Aid
Beginning First Aid
Nursing Assistant
Nursing Assistant Extension

C. General Education – 1264 Enrollees

Adult Basic Education
Art
Art – Ceramics
Beginning Bridge
Beginning Swimming
Conversational German
Conversational Spanish
Creative Crafts
Creative Writing
Fundamentals of Modern Math
G.E.D. Preparatory Course
Intermediate French
Intermediate German
Intermediate Swimming
Parliamentary Procedure
Photography
Physical Education
Psychology and Human Relations
Public Speaking
Reading Improvement
Speed Reading
Women's Physical Education

D. Business and Distributive – 509 Enrollees

Advanced Accounting
Advanced Bookkeeping
Advanced Typing
Basic Computer Theory
Beginning Shorthand
Beginning Typing
Bookkeeping
Business Machines
Business Management Seminar
Income Tax
Insurance – CLU
Insurance – CPCU

Intermediate Shorthand
Intermediate Typing
Refresher Typing
Securities and Investments
Shoplifting Clinic

E. Agriculture – 363 Enrollees

Landscaping
Landscaping, Horticulture & Gardening
Young and Adult Farmer

F. Home Economics – 1494 Enrollees

Advanced clothing Construction
Advanced Knitting
Beginning Clothing
Beginning Knitting
Budget Meals
Cake Decorating
Candy Making
Clothing Construction
Clothing Construction (Lingerie)
Commercial Sewing
Consumer Buying
Drapery Construction
Family Food Preparation
Holiday Helps
Home Tailoring
Hospital Food Service
Hotel and Motel Housekeeping Aides
Interior Decoration
Intermediate Clothing
Meals for Busy Homemakers
Money Management
Service Aide
Stretching Your Food Dollar
Waitress Training

In addition to the above part-time offerings, District 18 also sponsored the following programs during the 1968-69 academic year:

MDTA – Under the Manpower Development and Training Act (MDTA), District 18 conducted one program in Grantsburg, a machine operator training program.

Apprenticeship – In cooperation with the Western Wisconsin Plumbers Joint Apprenticeship Committee, District 18 offered

2

related instruction both semesters of the 1968-69 academic year in the plumbing trade to apprentices in the District. Instruction was also provided for apprentices in aircraft mechanics and electrical line work.

Nursing Assistant – Extension – For those persons presently employed by hospitals and nursing homes in District 18, classes were available at Ellsworth, New Richmond and Baldwin.

Other Post-Secondary/Vocational-Technical Programs offered in District 18

A number of adult general education programs are sponsored by local and outside agencies in District 18. The following items, gleaned from newspaper articles, are examples of some of the miscellaneous course offerings which were offered at various locations throughout the district or otherwise available to District 18 residents over the past academic year:

Program	Location	Sponsorship
1. Upholstery	Luck	Luck Public School
2. In Service Program for Teachers of Disadvantaged Students	Monomonie	Stout State University
3. First Aid	Siren	Siren High School
4. Food Personnel Training Institute	River Falls	State Division of Health
5. Sculpture	Hudson	Valley Arts Guild
6. Photography	Hammand	Valley Arts Guild
7. Correspondence Courses–Assorted	Webster	University of Wisconsin–Extension
8. Vocational Training for Retarded (Proposed)	Hudson	St. Croix County Assn. for Retarded Children
9. Farm Taxes	Siren	University of Wis.–Extension
10. Landscaping	Grantsburg-Siren	University of Wis.–Extension

Program	Location	Sponsorship
11. Dog Training	Spooner (for Burnett, Sawyer & Washburn Counties)	University of Wis.—Extension
12. Lecture—"Understanding Our Indian-American Neighbors"	Webster	University of Wis.—Extension

While this list is but a sample of available programs, nevertheless, it gives some indication of the different agencies and groups involved in various adult continuing education programs and projects in addition to the programs of District 18.

Aside from general adult education programs, such as those listed above, a two-year post-secondary education program in agriculture is offered through Wisconsin State University at River Falls, concentrating on the areas of agricultural business, agricultural mechanization, animal science, horticultural services and soil technology. This is a certificate program for students who expect to engage in farming or farm related activities and find it possible to spend only two years in college. River Falls also offers a two-year non-degree program for chemical technicians.

Programs in Other Wisconsin Districts

At the present time students from District 18 may attend programs in other VTA districts and have their tuition reimbursed by District 18. While there were 262 District 18 residents at VTA schools outside District 18 under this arrangement in the academic year 1968-69, the majority of these students were in attendance at VTA schools immediately adjacent to the four counties comprising District 18. These neighboring VTA schools are the Superior Technical Institute, the Rice Lake Vocational-Technical School, and the Eau Claire School of Vocational, Technical and Adult Education. The following list contains the offerings at both the diploma and associate degree level available at these institutions.

Associate Degree Programs

Eau Claire	Rice Lake	Superior
Farm Machinery, Parts-Salesman	(none)	Accounting
Accounting		Marketing
Data Processing		Secretarial Science
Marketing		Electronics Technology
		Mechanical Design

Associate Degree Programs

- Secretarial Science
- Air Conditioning and Refrigeration
- Automotive Technology
- Civil-Structural Engineering Technology
- Electronics Technology
- Mechanical Design
- Restaurant-Hotel Cooking

Diploma Program

Eau Claire

- Account Clerk
- Clerk Typist
- Medical Clerk Typist
- Data Processing Machine Operation
- Appliance Servicing
- Auto Mechanics
- Barbering
- Diesel Mechanics
- Drafting--Mechanical
- Electronics Servicing
- Machine Tool Operation
- Metal Fabrication
- Quantity Food Preparation
- Refrigeration Servicing
- Wood Technics

Rice Lake

- Account Clerk
- Account Assistant
- Clerk Typist
- Data Processing Machine Operation
- Merchandising
- Stenographer
- Auto Mechanics
- Drafting--Architectural
- Drafting--Mechanical
- Machine Tool Operation
- Welding
- Wood Technics

Superior

- Account Clerk
- Accounting Assistant
- Clerk Typist
- Stenographer
- Nursing-Practical
- Auto Mechanics
- Drafting-Mechanical
- Machine Tool Operation
- Welding
- Wood Technics

Table 5 gives a further indication of the breakdown of District 18 students at neighboring VTA schools. As indicated, Eau Claire holds the greatest attraction for District 18 residents, with 144 in attendance in the Fall of 1968. Rice Lake accounted for 80 students and Superior for 18.

Table 6 includes a state-wide distribution of District 18 residents in VTA schools in the Fall of 1968 along with a list of programs in which the students were enrolled.

Vocational-Technical Programs in Minnesota—Close Proximity

In the Minnesota counties adjacent to the four Wisconsin counties of District 18, four vocational-technical schools offer a wide selection of job training programs. These are the following: the St. Paul Area Technical Vocational Institute, the Minneapolis Area Vocational-Technical Institute, the Pine City Area Vocational-Technical School and the Anoka Area Vocational-Technical School. Programs available at each of these locations are as follows:

ST. PAUL Director: Harold M. Ostrem
Contact: Gerhard Nelson, Coordinator
Telephone: Area Code 612-227-9121, Ext. 296

Accounting (1st year)	12 months
Apparel Arts	10 months
Auto Body Repair	10 months
Automotive Mechanics	18 months
Cabinetmaking	18 months
Carpentry	18 months
Chemical Technology	20 months
Construction Drafting	18 months
Cosmetology	1500 hours
Detail Drafting	10 months
Electrical	18 months
Electro Mechanical Tech.	18 months
Electronic Data Processing	18 months
Electronic Technology	20 months
Engineering Drafting	18 months
Food Management	20 months
General Office Practice	6 months
Graphic Arts	18 months
Highway Technology	10 months
Machine Tool Process	18 months
Medical Laboratory Assts.	12 months
Office Record Keeping	10 months
Pipefitting	10 months
Plumbing	10 months
Practical Nursing	12 months
Production Art	18 months
Production Machine Operation	10 months
Restaurant & Hotel Cookery	10 months
Secretarial, General	10 months
Secretarial, Legal	10 months
Secretarial, Medical	10 months
Sheet Metal	18 months

TABLE 5

1965-68 STUDENT ENROLLMENTS FROM DISTRICT 18 IN BORDERING VOCATIONAL SCHOOLS

COUNTIES	1965-66		1966-67		1967-68		1968-69 (Fall Only)		
	Eau Claire	Rice Lake	Eau Claire	Rice Lake	Eau Claire	Rice Lake	Eau Claire	Rice Lake	Superior
BURNETT	5	27	4	12	3	18	6	11	
PIERCE	26	6	35	3	38	4	48	5	
POLK	30	25	21	40	34	35	26	56	
ST. CROIX	41	4	28	5	44	5	64	8	
TOTALS	102	62	88	60	119	62	144	80	18

These figures are based on reports from the Student Services personnel of these schools. Superior was unable to provide more specific information. It was estimated that 22 to 25 students per year had enrolled from District 18 at Superior from 1965 to 1968.

TABLE 6

DISTRICT 18 STUDENT ENROLLMENT IN VOCATIONAL AND TECHNICAL PROGRAMS IN OTHER DISTRICTS, 1968-69

Program	District	Number of Students					
		Burnett	Pierce	Polk	St. Croix	District Totals	Totals
Accounting	Dist. # 1	1	9	3	10	23	
	#17		1	6		7	30
Account Clerk	#17			1		1	1
Air Conditioning & Refrigeration	# 1		3	1	2	6	6
Airframe & Power Plant Mech.	# 5			2	2	4	4
Architectural Drafting	#17			7	1	8	
	# 1		2	1	2	5	13
Auto Mechanics	#17	2	2	16		20	
	# 1		8		3	11	
	#15			1		1	32
Barbering	# 1	1	1	1		3	3
Carpentry & Cabinets	# 1		2			2	2
Chef Training	# 1		1		3	4	4
Clerk Typist	# 1	1				1	1
Commercial Art I	# 9				1	1	
	# 2			1		1	2
Commercial Art II	# 2			1		1	1
Conservation	#12		2			2	2
Data Processing	# 1	1	2	3	5	11	11
Dental Assistant	# 4		1			1	
	# 2		1			1	2

TABLE 6 (CONT.)

Program	District	Number of Students					
		Burnett	Pierce	Polk	St. Croix	District Totals	Totals
Diesel Mechanics	# 1		2	1	2	5	5
Electronics	# 1		3	1	4	8	
	#17	1				1	9
Fashion Merchandise	# 4			1		1	1
Fluid Power Maintenance	# 1		2			2	2
Food Processing Technology	#10			1		1	1
General Clerical	#17			4		4	
	# 1	1		1	1	3	7
General Drafting	# 1		1	2	2	5	5
Graphic Arts	# 2				1	1	1
Industrial Electronics	# 1	1	2		3	6	6
Industrial Drafting	#17	1				1	1
Key Punch Operator	#17			2	1	3	3
Liberal Studies	# 4		1			1	1
Licensed Practical Nurse	#17	3	1	5		9	
	# 9				1	1	10
Machine Operator	#17	1		2	1	4	4
Machine Shop	# 1		2	2	7	11	
	#17	2				2	13
Machine Tool Production	#17			3		3	3
Maintenance Mech. App. III	#10				1	1	1

TABLE 6 (CONT.)

Program	District	Number of Students					
		Burnett	Pierce	Polk	St. Croix	District Totals	Totals
Marketing	# 1			2	1	3	
	#17			5		5	8
Marketing & Ag-Business	# 1		1	2	7	10	10
Mechanical Drafting	# 1	1	2	2	7	12	
	#17	2	1	5	1	9	21
Medical Assistant	# 2		1			1	1
Metal Fabrication	# 1		2	1	3	6	6
Personal Development	#17			3		3	3
Plumber	#17	1				1	1
Police Science	# 4				1	1	1
Radio - T.V. Repair	#17			1		1	1
Secretarial Science I	# 1	1	3	3	4	11	
	# 2				1	1	
	#17	1		3		4	16
Secretarial Science II	# 2			1		1	1
Stenography	#17			1		1	1
Tabulating Machine Operator	#17	1				1	1
Welding	#17	2		1		3	3
Wood Technics	#17		1	5		6	6
		25	60	104	78	267	267

Traffic Management	18 months
Truck Mechanics	18 months
Watch Repair	10 months
Welding	18 months

MINNEAPOLIS Director: Raymond V. Nord
Contact: Reuber Schafer, Counselor
Telephone: Area Code 612-332-0381

Accounting (1st and 2nd Year)	21 months
Architectural Drafting	21 months
Auto Mechanics	12 months
Aviation Mechanics	20 months
Barbering	1500 hours
Cabinetmaking	16 months
Clerical, General	9½ months
Commercial Art	24 months
Commercial Foods	12 months
Cosmetology	1500 hours
Electronic Data Processing	21 months
Electricity	21 months
Electronics Technician	21 months
Hospital Station Secretary	4½ months
Machine Drafting	18 months
Machinist	18 months
Merchandising and Marketing	18 months
Metal Arts	12 months
Needle Arts	9½ months
Offset Printing	18 months
Patternmaking	21 months
Practical Nursing	12 months
Radio-Television Repair	21 months
Secretarial, General	9½ months
Sheet Metal	21 months
Shoe Repair	12 months
Tailoring	9½ months
Upholstering	18 months
Welding	12 months

PINE CITY Director: Gordon Stennes
Contact: Gordon Stennes, Director
Telephone: Area Code 612-629-3415

Accounting (1st Year)	11 months
Automobile Mechanics	20 months
Clerical, General	9 months
Mechanical Drafting	11 months
Secretarial, General	9 months
Service Worker (Special)	9 months
Welding	11 months

ANOKA Director: Howard Rosenwinkel
Contact: Herb Murphy, Counselor
Telephone: Area Code 812-427-1880

Architectural Drafting	18 months
Auto Body	12 months
Auto Mechanics	18 months
Automotive Parts Counterman	6 months
Automotive Service Specialist	10 months
Clothing Specialist	10 months
Concrete Technician	10 months
Electrical Drafting (Architectural)	18 months
Electronics Technician	18 months
Grain and Feed Technician	18 months
Industrial Drafting Technician	18 months
International Documents Specialist	11 months
Machine Operator	9 months
Machinist	18 months
Optical Technician	10 months
Practical Nursing	11 months
Welding	10 months
Wholesale Marketing	18 months[1]

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[1] "Minnesota's Area Vocational Technical Schools, 1968-1970." State of Minnesota Department of Education, (St. Paul, Minn. Code XXXVII-A-1).

District 18 residents may attend these programs in Minnesota provided they pay tuition based on the per pupil costs of the school. At present there is a bill before the Wisconsin Legislature (Bill 750A) which would authorize Wisconsin vocational, technical and adult education districts to reimburse their residents for the costs of attending vocational schools in another state. As of this writing, however, the outcome of this proposed legislation is still in question. A similar measure relative to the reimbursement of Minnesota residents attending vocational-technical schools in other states has been approved by the Minnesota State Legislature and is awaiting the signature of the Minnesota Governor. Indications are that the Governor will sign the measure and that it soon will become law.

Dunwoody Industrial Institute

Dunwoody Industrial Institute in Minneapolis is a privately owned and operated vocational-technical school. Dunwoody offers employment-oriented programs with a full range of courses in the following areas:

Air Conditioning
Baking
Computer Technology
Electronics
Highway-Surveying and Drafting
Mechanical Drafting
Sheet metals
Welding
Automobile Maintenance
Building Construction
Electrical Technology
Electro-Mechanical Technology
Machines-Die and Plastic Mold Making
Printing
Toolmaking

Additional vocational-technical education opportunities in Minnesota may be available several years in the future as the result of an application which has been made to the Vocational Education Board in Minnesota by Red Wing, a community located directly across the Mississippi River from Bay City, in Pierce County, Wisconsin. In addition, schools have been approved for Dakota and Ramsey-Washington Counties in eastern Minnesota also adjacent to the Wisconsin Counties of Pierce, Polk, and St. Croix.

From the foregoing discussion of vocational programs in the surrounding areas, it is obvious that while opportunities for full-time training have not been available in District 18, if students are willing and have the finances to live away from home, it is possible for them to enroll in programs in other Wisconsin districts or in Minnesota. At the same time, however, it is also apparent that students in District 18 have not enjoyed the advantages of students in other Wisconsin districts who have a school available to them within reasonable commuting distance.

CHAPTER V

DISTRICT 18 POPULATION CHARACTERISTICS

Fundamental to the study of any geographic area is the study of its population. Relating population to its physical size will provide information on density of inhabitation. Correlating population with equalized evaluation of an area provides answers to questions of per capita wealth.

The various agencies, whose data are presented in this chapter, based their projections on assumptions which varied among the agencies. Rather than discount information that may not totally agree, it is suggested that the reader examine the statistics for general trends rather than specific numbers.

The population of the four counties that are the focus of this study, Burnett, Pierce, Polk and St. Croix, is dynamic. The population is changing at different rates in each county. This chapter presents United States, Wisconsin District 18 and each of the four counties' population and projections. Data are also presented relating first marriages, live births, age groups within census and information on general data and minority groups.

The population of the state of Wisconsin reflects an average increase of 9.5% for the past four decades, using a projection for the 1970 decade. The trend of increase for the United States has been 13.4% for each ten-year period of the same time span, 1930-1970. These two trends can be seen in Table 7. This continual stable growth of population can be compared to District 18 in Table 7, showing a 7.1% increase per decade from 1940 to 1970. Analysis of this table shows that District 18 has had a slower growth rate than either the state or the nation.

The population of the four counties comprising District 18 has been changing at differing rates. Table 8 has data that relates the expected growth in each of the four counties. Pierce County is estimated as having the greatest potential for growth of the four counties. A recent survey of Pierce County shows that it was the second fastest growing of the state's seventy-two counties. Pierce County was also thirtieth in population density, with 38.8 people per square mile in 1968, based on data presented in U.S. Bureau of Census, *County and City Data Book,* 1967. The expected population for Pierce County, with an increase of 43.74% by 1990, is shown in Table 8.

St. Croix County also is undergoing rapid growth, showing a 32.80% rate of growth by 1990 in Table 8. St. Croix County has a population density of 42.5 people per square mile, according to the data reported on page 53 of *Wisconsin Statistical Abstract.* This density is the highest in District 18.

Polk County, according to Table 8, is quite stable. The projection by the Department of Rural Sociology shows a slight decrease of -0.82% during the period of 1960-1990. The density of Polk County in 1968, according to the same source, is 26.9 people per square mile, well below the state average of 77.3 people per square mile.

Burnett County shows the least potential for growth of the four counties. The projections in Table 8 show a decrease of -26.26% expected for the period 1960 to 1990. Density of population in Burnett County was 65th of the 72 counties in the state, with only 10.3 people per square mile.

In total, District 18 can expect a 19.55% increase in population during the period 1960-1990. This compares with a 66.4% increase for the state. For the sake of comparison, Districts 3 and 17 show even less potential for growth than District 18, as shown in Table 8. The density of District 18 in 1968, 29.6 people per square mile, compared to the state average density of 77.3 people per square mile, reflects the relatively sparse population in District 18. The map, *Distribution of the Wisconsin Population,* 1960, shows the same data in pictorial form.

The census of the United States and the State of Wisconsin, for the ages 0-19, shows an increase, as identified by Table 9, for 1940-1960. Wisconsin has undergone a 45.24% increase in this segment for the population while the United States as a whole has increased 49.02%. In the period 1940-1960, the 0-19 group has increased from 34.00% to 39.29% of the total population in Wisconsin. During the same period, the total United States shows 0-19 year olds increasing from 35.16% to 38.66% of the total population.

TABLE 7

United States, Wisconsin, and WBVTAE District 18
Population and Per Cent of Increase

Year	Wisconsin Population	Percent of Increase	U. S. Population	Percent of Increase	District 18 Population**	% Increase
1840	30,945	886.9	17,069,453			
1850	305,391	154.1	23,191,876	35.9		
1860	775,881	35.9	31,443,321	35.6		
1870	1,054,670	24.7	38,558,371	22.6		
1880	1,315,497	28.7	50,155,781	30.1		
1890	1,693,330	22.2	62,947,714	25.5		
1900	2,069,042	12.8	75,994,575	20.7		
1910	2,333,860	12.8	91,972,266	21.0		
1920	2,632,067	11.7	105,710,620	14.9		
1930	2,939,006	6.8	122,775,046	16.1		
1940	3,137,587	9.5	131,669,275	7.2	83,892	
1950	3,434,575	15.1	150,697,381	14.5	82,533	-1.6
1960	3,951,777	8.0	178,464,236	18.4	85,849	4.1
1970	4,270,000*		203,450,000*	13.5	102,020**	18.8

*Estimate, U.S. News and World Report, June 2, 1969
**Department of Rural Sociology Projections
Source: U.S. Census Bureau Documents

TABLE 8

STATE OF WISCONSIN AND SELECTED WBVTAE DISTRICT POPULATION PROJECTIONS 1960-1990

	Department of Rural Sociology					Department of Health & Social Services	Department of Local Affairs & Development	Department of Rural Sociology		
	BURNETT COUNTY	PIERCE COUNTY	POLK COUNTY	ST. CROIX COUNTY	DISTRICT 18	DISTRICT 18	DISTRICT 18	DISTRICT 3	DISTRICT 17	STATE
1960	9,214	22,503	24,968	29,164	85,849	85,849	85,849	116,227	150,963	3,951,777
1970	9,160	28,129	27,221	33,074	97,584	87,800	96,470	119,743	152,761	4,543,538
1980	7,977	30,238	25,991	35,903	100,109	89,500	86,800	117,979	139,645	5,559,906
1990	6,794	32,347	24,761	38,732	102,634	No data	No data	116,295	124,499	6,576,274
1960-1990 % of Change	-26.26	+43.74	-0.82	+32.80	+19.55	+4.25*	+1.10*	+0.05	+17.53	+66.4
*1960-1980 % of Change										

Source: University of Wisconsin, Department of Rural Sociology, *Adjusted Population Projections by Counties, Wisconsin, 1970, 1980, 1990.* State of Wisconsin, Departments of Health and Social Services, and Local Affairs and Development.

TABLE 9

United States and State of Wisconsin Census 0-19 And Total For Years 1940-1960

Ages	State Census 1940	State Census 1950	State Census 1960	% of Increase
0	48,338	75,290	95,898	98.39
1	51,079	76,355	95,548	87.05
2	52,663	80,910	94,518	79.47
3	50,447	79,815	91,949	82.26
4	51,253	61,250	91,592	78.70
5	50,149	61,915	90,448	80.35
6	47,814	62,480	87,043	82.79
7	50,162	64,055	86,448	72.33
8	52,026	57,480	85,194	63.75
9	53,054	52,420	79,134	49.15
10	54,358	52,110	79,025	45.37
11	53,676	52,535	77,076	43.59
12	56,512	52,790	78,520	38.94
13	55,238	50,990	76,310	38.14
14	55,463	51,160	60,400	8.90
15	57,153	49,780	60,221	5.36
16	57,547	48,065	61,013	6.02
17	56,777	48,240	62,787	10.58
18	57,662	47,310	53,684	-6.89
19	55,666	46,385	46,172	-17.05
Total State 0-19	1,067,039	1,171,335	1,552,980	45.54
Total State Census	3,137,587	3,434,575	3,951,777	25.94
Total U.S. 0-19	46,305,604	51,344,063	69,005,416	49.02
Total U.S. Census	131,669,275	150,697,361	178,464,236	35.53
State				
% State 0-19 is of Total Census	34.00	34.10	39.29	
%U.S. 0-19 is of Total Census	35.16	34.07	38.66	

Source: U.S. Census Bureau Documents

TABLE 10

LIVE BIRTH TOTALS, 1958-1968, STATE AND DISTRICT 18 TOTALS BY COUNTY

	State Total	District 18 Cumulative Loss or Gain Since 1958	District 18 Total	District 18 Cumulative Loss or Gain Since 1958	Burnett County	Pierce County	Polk County	St. Croix County
1958	95,980		1,921		162	553	503	703
1959	98,518	+2,568	2,039	+118	155	547	541	796
1960	99,493	+3,543	2,071	+150	166	554	523	828
1961	98,435	+2,485	2,115	-194	172	572	556	815
1962	94,497	-1,453	1,957	+ 36	151	513	511	782
1963	91,605	-4,345	1,969	+ 48	161	542	498	768
1964	88,910	-7,040	1,845	- 76	139	520	486	700
1965	82,918	-13,032	1,624	-297	133	443	454	594
1966	80,414	-15,536	1,526	-395	104	426	409	587
1967	75,797	-19,971	1,508	-413	102	413	419	574
1968	72,000*Appx.	-23,950	1,484	-437	113	395	378	598

An effective indicator of population growth, as well as the size of the potential school-age groups in the future, are live birth records. Table 10 shows that both state and District 18 live birth rates have been declining at a staggering rate. There has been a cumulative decrease of almost 24,000 live births on the state level in the past decade, 1958-1968. This is a 24.96% decline. In District 18, the cumulative decrease has been 437 live births, representing a 22.74% decline.

Table 11 presents information on first marriages. There has been a cumulative increase of 3452 first marriages in the state from 1958 to 1966. This is a 14% increase. District 18 shows a cumulative increase of 101 first marriages, or an 18% increase. Correlation of live births and first marriages shows an interesting trend. There are more people getting married, however there are less children being born.

Population data of general interest, from *County and City Data Book,* 1967, include the following about District 18:

1. District 18 has a higher proportion of people over 65 than the state average.
2. District 18 has a lower proportion of people over 25 years of age that have graduated from high school than the state average.
3. District 18 has a higher proportion of population loss (about 11%) through migration than the state average during the 1960-1965 period.

District 18 has a minority group of sizable proportions in the northern two counties, for Burnett County contains one of the larger proportions of minority groups in the state. In Burnett County, Webster School District has over 9% Indians, while Siren School District has over 4%.

TABLE 11

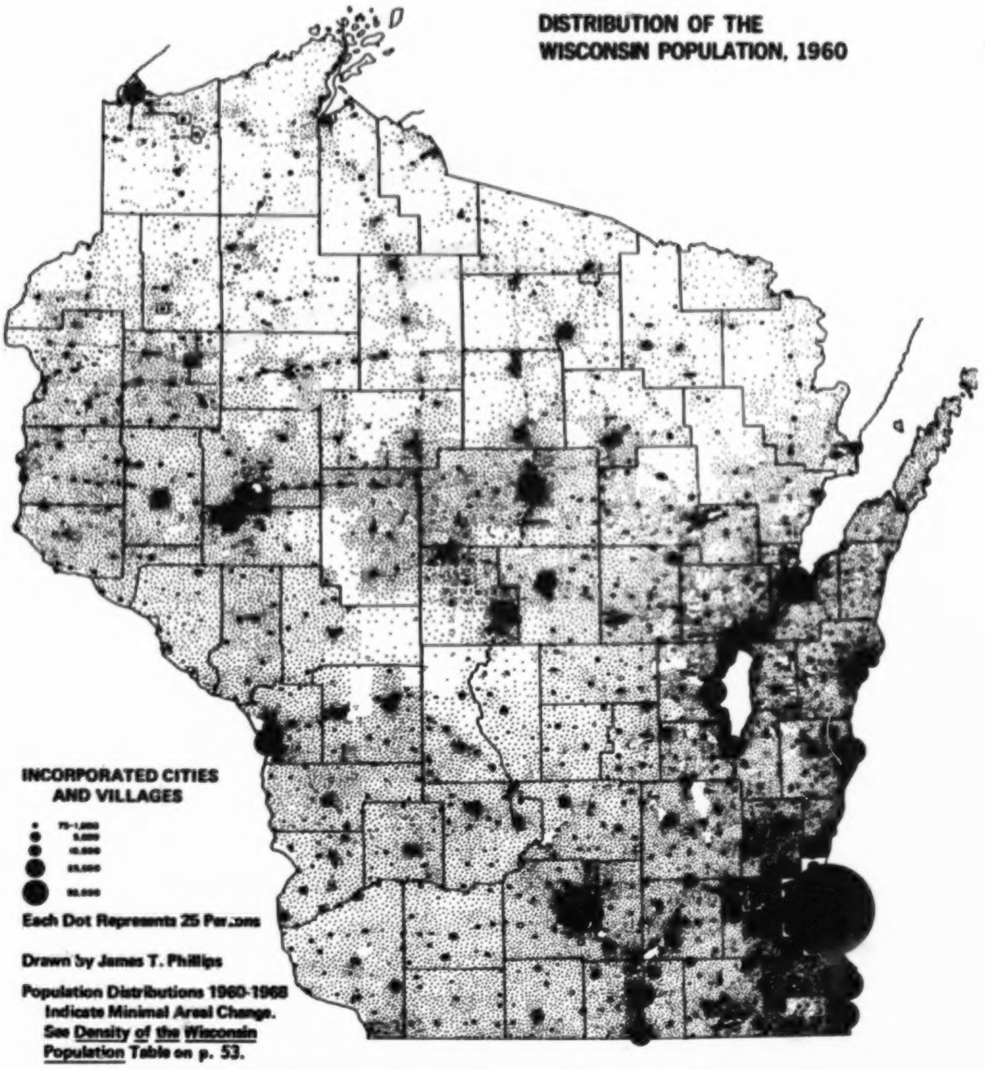
FIRST MARRIAGES, 1958-1968, STATE AND DISTRICT 18 TOTALS BY COUNTY

	1958 First Marriages	1968 First Marriages	Increase or Decrease
Burnett	48	68	+42%
Polk	149	178	+19%
Pierce	123	158	+28%
St. Croix	245	262	+ 6%
District 18	565	666	+18%
State	24,985	28,437	+14%

Source: Department of Public Instruction, Education Information Systems Division, No. 16, January 17, 1969 and Wisconsin Public Health Statistics, Annual Report

In summary, the population of District 18 has been undergoing change. In order of population increase, Pierce and St. Croix counties have been consistently growing. Polk County is predicted to remain relatively stable, while all projections for Burnett County forecast a decline. In terms of population density, the four-county area is less than half as dense as the state average. On the state and local level, the census of 0-19 year olds showed an increase during the years from 1940 to 1960. However, birth trends indicate a decrease in live births on both the state and local (District 18) level during the past decade, 1958-1968. This decline has occurred in spite of increasing first marriages.

DISTRIBUTION OF THE WISCONSIN POPULATION, 1960


INCORPORATED CITIES AND VILLAGES
75-1,000
5,000
10,000
25,000
50,000
Each Dot Represents 25 Persons

Drawn by James T. Phillips

Population Distributions 1960-1968 Indicate Minimal Areal Change. See *Density of the Wisconsin Population* Table on p. 53.

SOURCE: *U.S. Census of Population*, 1960 and U.S. Geological Service

TABLE 12

ESTIMATED TOTAL POPULATION OF
WISCONSIN COUNTIES, 1959-1968

COUNTY	1959	1960[1]	1961	1962	1963	1964	1965	1966	1967	1968[2]
State, Total	4,010,000	3,952,765	4,023,561	4,073,930	4,061,050	4,111,000	4,153,050	4,182,000	4,207,000	4,229,000
ADAMS	7,290	7,566	7,488	7,420	7,600	7,500	7,500	7,600	7,550	7,550
ASHLAND	16,220	17,375	17,100	16,870	16,850	16,800	16,700	16,750	16,650	16,300
BARRON	33,550	34,270	34,126	33,950	34,150	34,150	33,950	33,350	33,100	32,800
BAYFIELD	11,670	11,910	11,671	11,460	11,650	11,750	11,750	11,550	11,500	11,400
BROWN	125,370	125,082	128,823	131,420	132,350	135,050	137,750	139,700	143,550	143,950
BUFFALO	13,690	14,202	14,158	14,070	14,000	13,900	13,800	13,600	13,600	13,300
BURNETT	8,400	9,214	9,044	8,920	9,100	9,100	9,100	8,900	8,800	8,650
CALUMET	20,720	22,268	22,707	23,020	23,650	24,000	24,450	24,850	25,250	25,650
CHIPPEWA	42,370	45,096	45,336	45,290	45,000	45,250	45,550	44,950	45,950	44,600
CLARK	30,500	31,527	31,421	31,210	30,900	30,650	30,450	29,900	29,550	29,200
COLUMBIA	37,400	26,708	36,964	37,090	37,400	37,700	37,750	37,400	37,650	37,400
CRAWFORD	15,380	16,351	16,125	15,980	16,550	16,300	15,900	15,250	15,050	14,800
DANE	229,160	222,095	229,718	235,650	240,500	247,550	253,750	262,550	266,850	274,600
DODGE	63,340	63,170	63,849	64,150	64,900	65,500	65,800	65,950	65,900	66,300
DOOR	20,790	20,685	20,591	20,420	20,300	20,100	20,350	19,850	19,950	19,550
DOUGLAS	45,070	45,008	44,682	44,320	44,100	44,200	44,150	44,400	43,750	43,800
DUNN	24,530	26,156	25,925	25,720	25,850	25,750	25,600	25,450	24,450	25,000
EAU CLAIRE	56,330	58,300	58,664	58,810	58,950	59,600	60,350	60,800	62,050	61,050
FLORENCE	3,430	3,437	3,378	3,320	3,250	3,200	3,200	3,200	3,150	3,100
FOND DU LAC	72,460	75,085	75,938	76,430	75,900	76,450	76,950	77,200	78,850	77,350
FOREST	6,960	7,542	7,239	7,070	6,900	6,750	6,550	6,550	6,500	6,150
GRANT	43,640	44,419	44,929	45,180	44,450	44,450	44,150	44,100	44,100	43,600
GREEN	25,710	25,851	26,067	26,120	25,900	25,850	25,500	25,550	25,300	25,100
GREEN LAKE	14,990	15,418	15,471	15,470	14,750	15,850	15,900	16,000	15,950	16,050
IOWA	26,030	19,631	19,611	19,530	19,150	18,900	18,800	18,300	18,650	17,750
IRON	8,530	7,830	7,714	7,610	7,150	6,750	6,600	6,350	6,400	5,900
JACKSON	14,280	15,151	15,010	14,850	14,950	14,950	14,700	14,400	14,350	14,150
JEFFERSON	50,440	50,094	51,025	51,660	51,100	51,700	52,400	52,600	53,250	53,150
JUNEAU	16,880	17,490	17,229	17,040	17,500	17,500	17,700	17,450	17,400	17,350
KENOSHA	97,070	100,615	104,444	107,520	105,150	106,800	107,600	106,700	105,900	107,950
KEWAUNEE	17,790	18,282	18,346	18,340	18,200	18,450	18,500	18,300	18,200	18,250
LA CROSSE	75,140	72,465	72,880	72,900	73,250	73,650	73,700	75,900	75,350	76,400
LAFAYETTE	17,890	18,142	18,058	17,970	17,850	17,850	17,700	17,100	17,000	16,700
LANGLADE	19,530	19,916	19,670	19,450	19,250	19,000	18,350	18,500	18,150	17,800
LINCOLN	22,510	22,238	22,299	22,260	22,550	22,550	22,650	22,150	22,050	22,100
MANITOWOC	76,410	75,215	76,228	76,810	76,000	76,850	77,700	77,900	77,900	78,150
MARATHON	86,080	88,874	89,964	89,420	90,750	91,900	93,050	93,000	93,150	93,600
MARINETTE	33,190	34,660	34,497	34,240	34,400	34,550	34,650	34,000	34,000	33,650
MARQUETTE	8,460	8,516	8,458	8,400	8,350	8,250	8,350	8,050	8,050	7,900
MENOMINEE	--	--	2,515	2,560	2,550	2,600	2,750	2,750	2,750	2,750
MILWAUKEE	1,123,050	1,036,041	1,059,130	1,073,610	1,052,000	1,061,300	1,067,350	1,079,100	1,075,150	1,082,600
MONROE	29,690	31,241	31,098	30,920	31,150	31,250	31,100	31,000	31,550	30,650
OCONTO	24,970	25,110	24,648	24,490	25,100	25,100	25,100	24,600	24,600	24,400
ONEIDA	22,380	22,112	22,283	22,280	22,350	22,600	23,050	22,600	22,800	22,600
OUTAGAMIE	105,360	101,794	104,829	106,830	106,200	108,050	109,650	110,400	113,050	112,250
OZAUKEE	34,120	38,441	40,507	42,750	41,750	42,950	44,300	45,350	47,100	47,200
PEPIN	6,360	7,332	7,307	7,260	7,350	7,300	7,300	7,100	7,000	7,000
PIERCE	22,660	22,503	22,707	22,780	22,650	22,800	22,900	23,050	23,250	22,950
POLK	23,250	24,968	24,945	24,870	25,300	25,450	25,400	25,200	24,800	25,100
PORTAGE	35,640	36,964	37,308	37,400	38,150	38,650	39,000	39,300	40,500	39,950
PRICE	13,950	14,370	14,086	13,840	14,200	14,050	13,750	13,450	13,500	13,100
RACINE	141,720	141,781	146,404	149,730	150,200	154,500	158,550	160,700	160,950	166,100
RICHLAND	17,070	17,684	17,416	17,160	17,200	17,150	16,900	16,500	16,550	16,150
ROCK	120,690	113,913	116,927	119,010	119,400	121,700	123,850	125,650	127,400	128,750
RUSK	14,910	14,794	14,511	14,280	14,400	14,200	14,000	13,850	13,450	13,450
ST. CROIX	28,070	29,164	29,685	29,960	30,200	30,700	31,050	31,100	31,500	31,300
SAUK	37,610	37,167	36,823	36,480	36,350	35,550	36,700	36,450	37,400	36,000
SAWYER	9,060	9,475	9,354	9,250	9,300	9,250	9,250	8,900	8,900	8,750
SHAWANO	34,480	34,351	31,924	31,680	31,700	31,800	31,750	31,300	30,900	31,000
SHEBOYGAN	87,820	86,484	87,175	87,370	87,850	88,800	89,450	90,450	91,400	90,950
TAYLOR	17,360	17,843	17,744	17,620	17,700	17,550	17,300	16,800	16,650	16,350
TREMPEALEAU	22,760	23,377	23,203	23,070	23,250	23,450	23,650	23,350	23,050	23,150
VERNON	25,940	25,663	25,227	24,880	25,050	24,600	24,400	24,150	23,850	23,400
VILAS	9,210	9,332	9,317	9,270	9,500	9,550	9,700	9,550	9,350	9,500
WALWORTH	50,640	52,368	53,778	54,900	53,550	54,500	55,350	55,150	55,700	55,550
WASHBURN	10,120	10,301	10,080	9,920	10,250	10,200	10,100	9,850	9,800	9,750
WASHINGTON	46,460	46,119	47,870	49,300	50,000	51,600	53,250	54,300	56,050	56,900
WAUKESHA	141,570	158,249	168,738	181,760	181,600	189,450	197,100	203,700	209,150	220,000
WAUPACA	33,820	35,340	35,299	35,180	35,400	35,550	35,600	35,450	35,550	35,250
WAUSHARA	13,790	13,497	13,306	13,300	13,650	13,800	14,000	13,850	14,050	13,950
WINNEBAGO	108,830	107,928	110,084	111,540	113,350	115,550	117,500	119,150	121,200	122,100
WOOD	63,360	59,105	60,406	61,230	60,850	61,400	62,100	61,800	62,300	62,050

[1] U.S. Census of Population, 1960. [2] Estimate as of June, 1968.

Source: Public Health Statistics, Division of Health, and Division of Health, Statistical Services.

CHAPTER VI

SCHOOL AGE POPULATION AND PROJECTIONS

Chapter VI contains data describing state and local school population. The purpose is to provide data on elementary and secondary education enrollments that will relate to present and potential enrollments for District 18. Projections of the school population were made by the Department of Public Instruction (State of Wisconsin), and Cooperative Educational Research and Services (CERS, Department of Educational Administration, University of Wisconsin). The data presented differentiates between school census and school enrollment. School census includes all population of school age. School enrollment includes only those students actually attending schools (elementary and secondary) within District 18 boundaries. There are 23 school districts entirely within the geographical boundaries of District 18. These 23 school districts represent 97.7% of the school census 0-17, and 97.5% of the school enrollment K-12. The remaining eight school districts are cut by District 18 boundary lines. These partial areas within District 18 comprise the remaining two plus percent of the school enrollment and school census.

The data presented in Table 13 shows several relationships. In summary form, these are:

1. District 18 school age census, based on computer projections, shows no appreciable change from 1965 to 1980. There is a slight increase from 1965 to 1968. (5.97%), while a slow decrease is seen from 1969 to 1980 (6.66%).
2. The District 18 total school enrollment, K-12, based on an average ratio derived from 1965-1968 data, shows an identical trend to the school age census. This trend is one of no appreciable increase or decrease.
3. The non-public enrollment in District 18, and the state is declining steadily.
4. The state public enrollment is increasing, 1969-72, while the state school age census is decreasing for the same period, 1969-72.

The decline noted in the District 18 projections of population are a response to the tremendous decline in the birth rate seen in the past decade since the early 1960's.

Table 14 presents data similar to the previous table, table 13, which identifies the specific 23 school districts in District 18, including age 17 and public graduates for 1968. Table 14 confirms the data presented in Chapter V, showing the population of the various counties. The two southern counties contain the largest school districts, with Ellsworth, River Falls, Hudson, and New Richmond producing over one hundred high school graduates each year.

TABLE 13

State of Wisconsin and WBVTAE District 18, School Census Age 5-17 School Enrollment K-12 1965-68, and Selected Projections

Year	Census of Ages 5-17 in District 18	Public Enrollment K-12 in District 18	Non-Public Enrollment K-12 in District 18	Total Enrollment K-12 in District 18	% WBVTAE District 18 Enrollment is of Census	State Total of Ages 5-17	State Public Enrollment	State Non-Public Enrollment K-12	Total State Enrollment K-12	% State Total Enrollment 5-17 is of State Census
1965	25,598	23,024***	1920	24,944	.974451	1,180,288	870,224	272,831	1,143,055	.9684
1966	26,213	23,633	1916	25,549	.974669	1,195,460	890,436	264,262	1,154,698	.9659
1967	26,101	23,939	1918	25,857	.990651	1,208,222	921,032	251,020	1,172,052	.9700
1968	27,128	24,578	1834	26,412	.973606	1,217,464	954,243	231,259	1,185,502	.9737
1969	27,312*	---	---	26,720	.978344**	1,218,554****	988,000****		1,181,388	.9695**
1970	27,526*	---	---	26,929	.978344**	1,212,531****	1,008,000****		1,175,548	.9695**
1971	27,551*	---	---	26,954	.978344**	1,204,446****	1,032,000****		1,167,710	.9695**
1972	27,562*	---	---	26,965	.978344**	1,188,723****	1,048,000****		1,152,466	.9695**
1973	27,542*	---	---	26,945	.978344**					
1974	27,531*	---	---	26,934	.978344**					
1975	27,382*	---	---	26,789	.978344**					
1976	27,218*	---	---	26,628	.978344**					
1977	26,941*	---	---	26,357	.978344**					
1978	26,497*	---	---	25,923	.978344**					
1979	25,912*	---	---	25,350	.978344**					
1980	25,491*	---	---	24,938	.978344**					

* CERS Projections, Based on computed survival ratios, See Methodology in Narrative.
** Average % of 1965-1968 Census-enrollment ratio
*** Add approximately 600 from school districts cut by WBVTAE 18 boundaries
****Department of Public Instruction projections

Source: Department of Public Instruction, *Annual Report*, by Public School Districts, and CERS Documents

Note: Decline in Enrollment and Census Due to Birth Rate trend.

TABLE 14

District 18 1968 School Census, Public Enrollments, and Graduates, by School District

School Districts	Age 0-17	Public Enroll-ments K-12	Non-Public Enroll-ments K-12	Age 17	1968 Public Graduates
(1) Grantsburg	1,135	806		66	55
(2) Siren	577	461		32	33
(3) Webster	803	691		47	42
Burnett County Total	2,515	1,958	0	162	130
Polk County					
(4) Amery	2,043	1,546		112	99
(5) Balsam Lake-Unity-Milltown	1,511	1,135		97	89
(6) Clayton	532	412		38	29
(7) Clear Lake	1,007	775		54	51
(8) Frederic	1,068	776		76	60
(9) Luck	740	556		52	47
(10) Osceola	1,325	1,029		68	52
(11) St. Croix Falls	1,539	1,106		79	76
Polk County Total	9,765	7,335	32	576	503
Pierce County					
(12) Ellsworth	3,085	2,113		161	154
(13) Elmwood	907	702		52	51
(14) Plum City	750	421		49	43
(15) Prescott	1,497	842		83	75
(16) River Falls	3,505	1,760		168	137
(17) Spring Valley	1,070	934		61	56
Pierce County Total	10,814	6,772	868	574	516
St. Croix County					
(18) Baldwin	1,630	1,245		96	90
(19) Glenwood City	1,379	997		81	74
(20) Hammond	1,089	831		65	51
(21) Hudson	3,485	2,264		153	139
(22) New Richmond	2,826	1,979		134	118
(23) Somerset	1,116	558		56	51
St. Croix County Total	11,525	7,874	934	585	523
4 County Totals	34,619	23,939	1,834	1,897	1,672
8 School Districts in counties partially in District 18	802*	639*	—	50*	44*
4 County enclosed school districts plus partial school district total	35,421	24,578	1,834	1,947	1,716

*Estimates based on phone contact with School District administrators, June 24, 1969.

**Total District 18 enrollment K-12, 26,412.

Source: Wisconsin Department of Public Instruction, *Annual Reports* and Educational Information Systems Report in December 1968.

Table 15 contains high school graduation data for District 18, 1964-1968, and census of 17 year olds for the same period. The age 17 census was projected by the University of Wisconsin Computer Center, using a survival ratio based on 1964-1968 survival indices. The census of 17 year olds was divided into the graduation groups to derive the ratio between 17 year olds and high school graduates, 1964-1968. This five year span was then averaged, and applied to the projections for 17 year olds from the census. The result was a projection of high school graduates for the period 1969-1980. The projection shows that District 18 can expect a peak of 2309 high school graduates in 1978 (32.1% increase over 1968). (Table 15.)

A second attempt to project high school graduates for District 18 is presented in Table 16. This table also includes live birth data by county, District 18, and state, for the period 1945-1962. A similar methodology to Table 15 was applied, using an averaged ratio of live births (18 years prior) to high school graduates. This table does not account for recent evidences of in-migration seen in Pierce and St. Croix counties.

TABLE 15

WBVTAE District 18 School Census of 17 Year Olds and Public High School Graduates 1964-1968, and Projections 1969-1980

Year	4 County Public High School Graduates	Cumulative Change of High School Graduate, Total Number, Over Year 1968	Age 17	Cumulative Change of 17 Year Olds in School Census, Total Number Over Year 1968	Ratio of High School Graduates as a Portion of 17 Year Olds in 4 County School Census Totals
1964	1468		1835		.8000
1965	1686		1751		.9628
1966	1690		1772		.9537
1967	1593		1765		.9025
1968	1672		1880		.8893
1969	1737**	+65	1926	+46	.9016
1970	1732**	+60	1921	+41	.9016
1971	1746**	+74	1937	+57	.9016
1972	1886**	+214	2092	+212	.9016
1973	1852**	+180	2054	+174	.9016
1974	1938**	+266	2149	+269	.9016
1975	1928**	+256	2138	+258	.9016
1976	1996**	+324	2214	+334	.9016
1977	2127**	+455	2359	+479	.9016
1978	2309**	+537	2450	+570	.9016
1979	2077**	+405	2304	+424	.9016
1980	2021**	+344	2241	+361	.9016

*Burnett, Pierce, Polk, St. Croix counties

**Averaged Ratios, applied to school census to derive high school graduate projections

***32.1% increase in high school graduates by peak year, 1978

Source: Department of Public Instruction *Annual Reports of School Districts,* CERS computer based projections, University of Wisconsin Computer Center

Note: Does not include those school districts partially within District 18 boundaries

Table 16 shows a peaking in high school graduates in 1969, with a decline from 1969 to 1975. It is probable that while this table shows a correct trend in reaching a peak during the late 1970's, it is inaccurate in predicting in-migration, and therefore, too conservative.

In summary, Chapter VI relates there is little predictable growth in the total school enrollment for District 18, 1968-1980. This trend, or lack of growth, is probably a balance between the forces of migration, and the declining birth rate. The large number of youngsters who were born in the early 1960's will be matriculating during the late 1970's, showing a peak of high school graduations (2309) in 1978. An analysis of the school districts indicates that two of the southern counties contain four schools with graduating classes above 100. The projected population growth, correlated with school district enrollment projection, shows that the southern three counties have similar capability in producing high school graduates. These three will contribute the major segment of enrollment in any WBVTAE facility in the four-county area.

TABLE 16

Wisconsin and WBVTAE District 18 Live Birth to High School Graduates Ratio 1945-1968, and High School Graduate Projections 1969-80

	LIVE BIRTHS							HIGH SCHOOL GRADUATION						4 County % of High School Grads. to Live Births	State % of High School Grad. to 18 yr. Previous Live Birth
	Burnett	Pierce	Polk	St. Croix	4 County Total	State of Wisconsin Totals		Burnett	Pierce	Polk	St. Croix	4 County Total	State Total		
1945	174	243	458	410	1,285	61,577	1963	108	377	432	395	1,312	50,408	1.0210	.8186
1946	241	313	532	492	1,578	74,868	1964	146	466	451	425	1,488	57,536	.9430	.7685
1947	244	563	615	639	2,061	84,562	1965	158	503	525	500	1,686	68,748	.8181	.8130
1948	248	575	609	544	1,976	81,814	1966	166	497	532	495	1,690	66,518	.8553	.8130
1949	222	533	563	617	1,935	[illegible]183	1967	130	474	469	520	1,593	68,426	.8233	.8226
														A.8924	A.8127
1950	217	484	533	637	1,871	82,364	1968	130	516	503	523	1,672	69,247	.8936	.8407
1951	198	529	577	727	2,031	87,819	1969	----	----	----	----	1,812	71,370	.8924	.8127
1952	198	492	564	689	1,943	88,941	1970	----	----	----	----	1,733	72,282	.8924	.8127
1953	146	461	551	671	1,829	88,408	1971	----	----	----	----	1,632	71,849	.8924	.8127
1954	193	480	554	623	1,850	91,570	1972	----	----	----	----	1,650	74,418	.8924	.8127
1955	171	538	538	767	2,014	92,333	1973	----	----	----	----	1,797	75,039	.8924	.8127
1956	164	491	539	691	1,885	93,496	1974	----	----	----	----	1,682	75,984	.8924	.8127
1957	164	486	502	712	1,864	96,398	1975	----	----	----	----	1,663	78,342	.8924	.8127
1958	162	553	503	703	1,921	95,950	1976	----	----	----	----	1,714	77,978	.8924	.8127
1959	155	547	541	796	2,039	98,518	1977	----	----	----	----	1,819	80,065	.8924	.8127
1960	165	554	523	828	2,070	99,493	1978	----	----	----	----	1,847	80,857	.8924	.8127
1961	172	572	556	815	2,115	98,435	1979	----	----	----	----	1,887	79,998	.8924	.8127
1962	151	513	511	782	1,957	94,497	1980	----	----	----	----	1,746	76,797	.8924	.8127

Source: CCHE No. 91, p. 3, Table 2, *Wisconsin's High School Graduates*, 1963-1968, by Department of Public Instruction, and State of Wisconsin, Department of Health and Social Services, Statistical Services Section.

CHAPTER VII

LABOR MARKET DEMAND INFORMATION

In an attempt to secure information about labor market openings in District 18, all employers in the four-county area, regardless of size, were contacted either by mail or in person. Wisconsin State Employment Service conducted this survey in February, 1969. All information, facts, and figures contained in this chapter were derived from data obtained by this survey.

The 57% employer response, represented 49% of the employment for the area. A total of over 6,600 anticipated openings for the years 1969, 1971 and 1974 are indicated. Additional openings would also exist for the years 1970, 1972, and 1973. For those employers who responded to the survey, anticipated needs for the period 1969-1974 would appear to total well over 10,000. Total labor market manpower demands for the entire four-county area would naturally be greater than the figure indicated by this sample.

Information obtained by this survey is based on the assumption that present economic conditions will continue to prevail in the future. Survey results showed an increase in employment opportunities of about 500 job openings from 1969 to 1971 and again from 1971 to 1974. It should be noted that the survey did not include agricultural employment opportunities; however, some openings in this occupational area were indicated by employers closely allied with the agricultural industry.

Occupational Categories

Ten categories are used by the Wisconsin State Employment Service when grouping occupations. The categorical listings, including some of the representative occupations in each category, are as follows:

1. Professional, Technical, and Managerial – General Duty Nurse, Licensed Practical Nurse, Teacher, Clergyman, Manager and Social Worker.
2. Clerical – Secretary, Stenographer, Bookkeeper, Clerk and Telephone Operator.
3. Sales – Insurance Salesman, Real Estate Salesman, Clothing Salesman, Sales Clerk and Cashier-Checker.
4. Service – Waitress, Bartender, Cook, Housekeeper, Barber, Cosmetologist, and Nurse Aid.
5. Farming, Fishery and Forestry
6. Processing – Feed Mixer, Cheesemaker, and Injection-Molding-Machine Tender.
7. Machine Trades – Machine Operator, Automobile Mechanic, Equipment Serviceman and Millman.

8. Bench Work – Metal Finisher, Electronics Assembler, Furniture Assembler, and Sewing Machine Operator.
9. Structural Work – Sheet-Metal Worker, Welder, Electrical Assembler, Engineer, Carpenter, Bricklayer and Construction Worker.
10. Miscellaneous – Truck Driver, Service Station Attendant, Lumber-Yard Man and Street Cleaner.

Occupational Openings

Openings which existed at the time of the survey, February, 1969, totaled 638, of which almost two-thirds had been open for one month or longer, thereby indicating that employers are experiencing some difficulty in filling these positions. There are, of course, various reasons which account for this difficulty, among them being the lack of qualified applicants, unrealistic demands by the employer, inadequate salary, undesirable working conditions, and transportation. The occupational categories of Service and Professional, Technical and Managerial represented 270 of the 638 openings which prevailed in February, and account for approximately half of the openings which had existed for one month or more.

Tables 17 to 22 provide information on occupational openings by occupational categories and by counties.

TABLE 17

FULL-TIME OCCUPATIONAL OPENINGS IN FEBRUARY, 1969

Occupational Categories	Openings	
	Open at Present	Open 1 Month or more
Professional, Technical & Managerial	129	108
Clerical	45	25
Sales	44	35
Service	141	102
Farming, Fishery, & Forestry	5	3
Processing	25	10
Machine Trades	76	39
Bench Work	39	19
Structural Work	74	53
Miscellaneous	60	29
TOTAL	638	423

TABLE 18

FULL-TIME OCCUPATIONAL OPENINGS IN FEBRUARY, 1969

BY COUNTIES

County	Openings	
	Open at Present	Open 1 Month or more
Burnett	37	23
Pierce	114	83
Polk	201	127
St. Croix	286	190
TOTAL	638	423

TABLE 19

FULL-TIME OPENINGS IN BURNETT COUNTY IN FEBRUARY, 1969

BY OCCUPATIONAL CATEGORIES

Occupational Category	Openings	
	Open at Present	Open 1 Month or more
Professional, Technical, & Managerial	12	11
Clerical	1	——
Sales	4	4
Service	5	2
Farming, Fishery, & Forestry	——	——
Processing	1	1
Machine Trades	3	2
Bench Work	7	——
Structural Work	2	2
Miscellaneous	2	1
TOTAL	37	23

TABLE 20
FULL-TIME OPENINGS IN PIERCE COUNTY IN FEBRUARY, 1969 BY OCCUPATIONAL CATEGORIES

Occupational Category	Openings	
	Open at Present	Open 1 Month or more
Professional, Technical, & Managerial	23	20
Clerical	9	8
Sales	9	8
Service	26	22
Farming, Fishery, & Forestry	——	——
Processing	5	——
Machine Trades	15	8
Bench Work	8	8
Structural Work	11	6
Miscellaneous	8	3
TOTAL	114	83

TABLE 21
FULL-TIME OPENINGS IN POLK COUNTY IN FEBRUARY, 1969 BY OCCUPATIONAL CATEGORIES

Occupational Category	Openings	
	Open at Present	Open 1 Month or more
Professional, Technical, & Managerial	36	31
Clerical	16	8
Sales	13	10
Service	44	37
Farming, Fishery, & Forestry	2	——
Processing	15	8
Machine Trades	19	11
Bench Work	13	5
Structural Work	25	12
Miscellaneous	18	5
TOTAL	201	127

TABLE 22

FULL-TIME OPENINGS IN ST. CROIX COUNTY IN FEBRUARY, 1969

BY OCCUPATIONAL CATEGORIES

Occupational Categories	Openings	
	Open at Present	Open 1 Month or More
Professional, Technical, & Managerial	58	46
Clerical	19	9
Sales	18	13
Service	66	41
Farming, Fishery, & Forestry	3	3
Processing	4	1
Machine Trades	39	18
Bench Work	11	6
Structural Work	36	33
Miscellaneous	32	20
TOTAL	285	190

Anticipated Openings

Results of the survey indicated a continued and relatively constant growth in employment opportunities forecast for the District 18 area. It should be remembered that one and two-year anticipated openings can be quite accurately predicted; however, anticipated manpower needs for longer periods become more difficult and hence less accurate. Anticipated increases of more than 500 openings between each of the survey periods indicated quite favorable growth patterns for industry and business in the four county area. Exception to this growth potential, according to the survey, is a diminishing demand anticipated for the occupational categories of processing and miscellaneous occupations.

Information on anticipated openings is found in Tables 23 to 28.

TABLE 23

FULL-TIME OCCUPATIONAL OPENINGS ANTICIPATED FOR 1969, 1971, AND 1974

Occupational Category	Anticipated Openings		
	1969	1971	1974
Professional, Technical, & Managerial	298	468	600
Clerical	109	158	199
Sales	96	145	155
Service	421	486	529
Farming, Fishery, & Forestry	7	7	6
Processing	77	69	71
Machine Trades	139	198	224
Bench Work	126	244	564
Structural Work	272	293	311
Miscellaneous	143	141	125
TOTAL	1,688	2,209	2,784

TABLE 24

FULL-TIME OCCUPATIONAL OPENINGS ANTICIPATED FOR 1969, 1971, AND 1974 BY COUNTY

County	Anticipated Openings		
	1969	1971	1974
Burnett	136	111	122
Pierce	370	421	401
Polk	559	904	1,402
St. Croix	623	773	859
TOTAL	1,688	2,209	2,784

TABLE 25

FULL-TIME OPENINGS IN BURNETT COUNTY ANTICIPATED FOR 1969, 1971, AND 1974 BY OCCUPATIONAL CATEGORIES

Occupational Category	Anticipated Openings 1969	1971	1974
Professional, Technical, & Managerial	34	13	12
Clerical	3	4	2
Sales	10	10	12
Service	27	25	19
Farming, Fishery, & Forestry	––	––	––
Processing	16	11	11
Machine Trades	5	3	4
Bench Work	8	11	20
Structural Work	20	23	32
Miscellaneous	13	11	10
TOTAL	136	111	122

TABLE 26

FULL-TIME OPENINGS IN PIERCE COUNTY ANTICIPATED FOR 1969, 1971, AND 1974 BY OCCUPATIONAL CAGEGORIES

Occupational Category	Anticipated Openings 1969	1971	1974
Professional, Technical, & Managerial	74	107	100
Clerical	24	29	35
Sales	25	37	36
Service	114	126	112
Farming, Fishery, & Forestry	1	––	––
Processing	16	1	––
Machine Trades	21	24	24
Bench Work	13	11	10
Structural Work	55	65	66
Miscellaneous	27	21	18
TOTAL	370	421	401

TABLE 27

FULL-TIME OPENINGS IN POLK COUNTY ANTICIPATED FOR 1969, 1971, AND 1974 BY OCCUPATIONAL CATEGORIES

Occupational Category	Anticipated Openings 1969	1971	1974
Professional, Technical, & Managerial	86	211	335
Clerical	33	59	89
Sales	27	39	51
Service	124	138	158
Farming, Fishery, & Forestry	2	3	2
Processing	32	46	51
Machine Trades	28	46	45
Bench Work	88	207	516
Structural Work	86	120	129
Miscellaneous	53	35	26
TOTAL	559	904	1,402

TABLE 28

FULL-TIME OPENINGS IN ST. CROIX COUNTY ANTICIPATED FOR 1969, 1971, AND 1974 BY OCCUPATIONAL CATEGORIES

Occupational Category	Anticipated Openings 1969	1971	1974
Professional, Technical & Managerial	104	137	153
Clerical	49	66	73
Sales	34	59	56
Service	156	197	240
Farming, Fishery, & Forestry	4	4	4
Processing	13	11	9
Machine Trades	85	125	151
Bench Work	17	15	18
Structural Work	111	85	84
Miscellaneous	50	74	71
TOTAL	623	773	859

Educational Requirements

Of the 6681 jobs anticipated to be open in the years 1969, 1971 and 1974, almost 2900 of these require a high school education or less, with more than one-fourth of them being in service occupations. The machine trades and miscellaneous categories also account for a high proportion of these openings.

Nearly 2200 of the anticipated openings require either some post high school vocational education, or require that the position be filled by a person who is a two-year post-high technical graduate. Included in this figure are more than 500 openings from the professional, technical and managerial category, more than 700 from the category of bench work, and an additional 350 openings in the service category. The 2200 anticipated openings represent one-third of the total anticipated for 1969, 1971 and 1974 and indicate the need for vocational, technical and adult education in District 18.

Practically all openings which require a minimum of some college training or a college degree are found in the category of professional, technical or managerial occupations. Other openings requiring college training were in the clerical category. Less than one of every eight anticipated openings had no educational requirement listed by the employers or else the employer did not respond.

TABLE 29

MINIMUM EDUCATIONAL REQUIREMENTS FOR ANTICIPATED JOB OPENINGS

Occupational Categories	Minimum Education Requirements*							
	1	2	3	4	5	6	7	NR
Professional, Technical, & Managerial	32	77	244	288	233	442	—	50
Clerical	9	202	148	14	76	3	2	12
Sales	28	259	38	7	24	1	14	25
Service	475	335	362	1	17	—	121	125
Farming, Fishery, & Forestry	10	1	—	3	—	—	3	3
Processing	22	136	14	4	13	9	4	15
Machine Trades	215	160	105	47	4	—	11	19
Bench Work	120	68	712	5	—	—	28	1
Structural Work	90	334	158	15	2	—	104	173
Miscellaneous	105	217	11	2	6	—	48	20
TOTAL	1,106	1,789	1,792	386	375	455	335	443

*1 - Less than high school graduate
2 - high school graduate
3 - some post high vocational education
4 - two year post high technical graduate
5 - some college
6 - college graduate
7 - no preference
NR - no response

Prior Experience and Promotional Possibilities

Experience requirements and promotional possibilities are significant factors when employees consider job openings. Results of the survey showed that five-sixths of the anticipated openings did not require prior experience on the part of the employee, an encouraging fact to the person seeking initial employment. Also considered favorable is the fact that about 66% of the anticipated openings do afford promotional possibilities to a higher position.

Additional information regarding the results of this survey can be secured from the Wisconsin State Employment Service office in Superior, Eau Claire or Madison.

CHAPTER VIII

EMPLOYMENT PATTERNS, MOBILITY, AND DESIRE FOR VOCATIONAL-TECHNICAL TRAINING

For the purpose of securing additional information regarding the citizenry of District 18, a questionnaire was sent to each place of residence in the four-county area. Information acquired from the replys indicated the location of employers and employees, the types of employment found in the District, the educational level of the persons employed, the prevailing desire for vocational training, and the inward mobility to District 18. From this information a profile was developed of the District population regarding employment information and desirability for vocational-technical training, both highly significant factors when considering appropriate educational offerings to serve the area.

A questionnaire was mailed to 27,000 residences in District 18. Individual responses totaled 5,016 on 3600 cards returned, three-fifths of which represented individuals in the age category of forty-four years or younger. The response of persons in that age bracket was considered of significance due to the fact that individuals under forty-five years of age are probably the most likely to benefit from vocational-technical training.

Of the total returns, 1,611 persons indicated a desire for vocational-technical education, a figure which represents thirty-two percent of the respondents. Fifty-nine per cent indicated no interest while nine per cent failed to answer that particular question.

The belief is expressed that this sample represented an unbiased representation of the district. Since only one-third of the respondents expressed a desire for vocational-technical training, there does not appear to be a bias represented by the returns of the questionnaire. Also supporting the contention that the information received was quite reliable is the fact that, based on county population, the percentage of responses was quite similar for each of the four counties in District 18, so it can be assumed that no bias existed because of location of residence.

The return of thirteen per cent (3600 of 27,000 cards) was considered typical of postcard surveys of this type. The sample appears to be reasonably representative of the total population and, therefore, it seems safe to claim inferences for District 18 from the information received.

The questionnaire asked that the respondents indicate their age, sex, educational attainment level, place of residence, place of employment, and whether or not they had moved into the county during the past two years. Also asked of the individuals was their desire for vocational, technical or adult training, and if such training was desired, the respondents were asked to indicate the particular type.

TABLE 30

Respondents by Sex, Age, and County of Residence*

Sex	Respondents	Age	Respondents	County	Respondents
Male	3351	Under 22	194	Burnett	274
		22-24	1829	Pierce	922
		45-65	1192	Polk	887
		Over 65	128	St. Croix	1268
		Not Stated	8		
Female	1514	Under 22	145	Burnett	124
		22-24	757	Pierce	430
		45-65	571	Polk	405
		Over 65	39	St. Croix	555
		Not Stated	2		
Not Stated	151	Under 22	23	Burnett	13
		22-24	30	Pierce	39
		45-65	82	Polk	48
		Over 65	5	St. Croix	51
		Not Stated	11		

*Total Respendents--5016

TABLE 31

Totals of Respondents by Age and County of Residence*

Age	Respondents	County	Respondents
Under 22	362	Burnett	411
22-24	2,616	Pierce	1,391
45-65	1,845	Polk	1,340
Over 65	172	St. Croix	1,874
Not Stated	21		

*Total Respondents--5,016

TABLE 32

Per Cent of County Respondents Based on County Population

County	Population	Respondents	Percentage
Burnett	9,160	411	4.48
Pierce	28,129	1,391	4.94
Polk	27,221	1,340	4.92
St. Croix	33,074	1,874	5.66
TOTALS	97,584	5,016	5.14

Respondents to the questionnaire represented a diversity in both occupations and educational attainment. Occupations were grouped into nine categories while five levels of education were used for comparative purposes. Responses from persons with occupations of the professional and managerial category accounted for twenty-nine per cent of the total respondents. This represented almost three times more individuals than were in the the next largest occupational category. Processing and bench work were occupational categories having the least number of respondents.

High school graduates accounted for thirty-eight per cent of the respondents. It was noted that less than twenty-three per cent of the persons returning the questionnaire had not graduated from high school, while almost twenty per cent of the respondents held a college degree.

TABLE 33

Level of Education and Occupational Category of Respondents

	Educational Level						
Occupational Category	0-8	9-11	H.S. Grad.	Some College	College Grad.	Not Stated	TOTALS
Professional, Technical, & Managerial	33	22	219	275	855	11	1432
Clerical	13	20	352	155	28	10	578
Sales	45	28	148	80	30	16	347
Service	83	64	189	74	7	12	429
Farm, Fish, Forest	161	41	204	70	28	19	523
Processing	31	17	62	13	3	1	127
Machine Trades	84	52	188	64	4	4	396
Bench Work	17	22	75	21	3	2	140
Structural	93	59	198	71	4	9	434
Misc.	140	77	241	60	7	14	539
TOTALS	700	402	1876	903	969	98	4948

TABLE 34

Level of Education and Occupational Category of Respondents
(per cent of total for each education level)

Occupational Category	Educational Level 0-8	9-11	H.S. Grad.	Some College	College Grad.	Not Stated	TOTALS*
Professional, technical, & Managerial	5	5	12	33	88	11	29
Clerical	2	5	19	17	3	10	12
Sales	6	7	8	9	3	16	7
Service	12	16	10	8	1	12	9
Farm, Fish, Forest	23	10	11	8	3	19	11
Processing	4	4	3	1	0	1	3
Machine Trades	12	13	10	7	0	4	8
Bench Work	2	5	4	2	0	2	3
Structural	13	15	11	8	0	9	9
Misc.	20	19	13	7	1	14	11
TOTALS*	100	100	100	100	100	100	100

*Totals may not equal 100 per cent because of rounding to the nearest full percentage figure.

TABLE 35

Level of Education and Occupational Category of Respondents
(per cent of total for each occupational category)

Occupational Category	Educational Level 0-8	9-11	H.S. Grad.	Some College	College Grad.	Not Stated	TOTALS*
Professional & Management	2	2	15	21	60	1	100
Clerical	2	3	61	27	5	2	100
Sales	13	8	43	23	9	5	100
Service	19	15	44	17	2	3	100
Farm, Fish, Forest	31	8	39	13	5	4	100
Processing	24	13	49	10	2	1	100
Machine Trades	21	13	47	16	1	1	100
Bench Work	12	16	54	15	2	1	100
Structural	21	14	46	16	1	2	100
Misc.	26	14	45	11	1	3	100
TOTALS	14	8	38	18	20	2	100

*Totals may not equal 100 per cent because of rounding to the nearest full percentage figure.

Location of Residence and Employment

An understanding of the employment patterns of an area can be gained by comparing an individual's place of residence with the geographical location of his employment. The questionnaire furnished information pertaining to the number of respondents who worked in each of the four counties of District 18, in other areas of Wisconsin, or in Minnesota, thus indicating the location of employers and employees, the extent of employment outside the county of residence and the amount of commuting into Minnesota.

Results of the questionnaire indicated that few persons from District 18 travel to other areas of Wisconsin for employment, however, substantial commuting to Minnesota was evidenced. Less than two percent of the respondents worked in other counties of Wisconsin compared to twenty-two per cent of the respondents who travel to Minnesota for employment. The importance of Minnesota as a place of employment is very relevant to the counties of Pierce and St. Croix. About twenty-eight per cent of the respondents residing in these two counties commute to Minnesota for work. In Burnett and Polk counties, approximately 80 per cent of the respondents were employed within the county of residence.

TABLE 36

Location of Residence and Employment

Where Live	Where Work							
	Burnett	Pierce	Polk	St. Croix	Other Wis.	Minn.	Not Stated	TOTALS
Burnett	328	7	25	5	13	30	3	411
Pierce	9	869	9	71	24	401	9	1,392
Polk	11	0	1,101	53	20	150	5	1,340
St. Croix	2	97	30	1,194	14	524	15	1,876
TOTALS	350	973	1,165	1,323	71	1,105	32	5,019

TABLE 37

Location of Residence and Employment
(Per Cent of County Residence)

Where Live	Where Work							
	Burnett	Pierce	Polk	St. Croix	Other Wis.	Minn.	Not Stated	Totals*
Burnett	80	2	6	1	3	7	1	100
Pierce	1	62	1	5	2	29	1	100
Polk	1	0	82	4	1	11	0	100
St. Croix	0	5	2	64	1	28	1	100
TOTALS	7	19	23	26	1	22	1	100

*Totals may not equal 100 per cent because of rounding to the nearest full percentage figure.

When information pertaining to the location or residence and place of employment were considered separately for males and females, it was found that a greater percentage of males than females find employment outside their county of residence.

TABLE 38

Location of Residence and Employment for Male Respondents

Where Live	Where Work Burnett	Pierce	Polk	St. Croix	Other Wis.	Minn.	Not Stated	TOTALS
Burnett	219	5	10	3	9	25	3	274
Pierce	6	547	6	42	15	299	7	922
Polk	9	0	709	37	14	116	2	887
St. Croix	0	52	15	779	10	402	10	1,268
Totals	234	604	740	861	48	842	22	3,351

TABLE 39

Location of Residence and Employment for Female Respondents

Where Live	Where Work Burnett	Pierce	Polk	St. Croix	Other Wis.	Minn.	Not Stated	TOTALS
Burnett	97	1	15	2	4	5	0	124
Pierce	3	292	3	26	8	96	2	430
Polk	2	0	352	16	6	27	2	405
St. Croix	1	42	14	386	4	105	3	555
Totals	103	335	384	430	22	233	7	1,514

Desire for Vocational Training

Success or failure of any educational institution is proportional to the number of persons who take advantage of the offerings available. The questionnaire was designed to indicate the amount of interest persons in District 18 had in vocational, technical, and adult education. Thirty-two per cent of the respondents indicated an interest in some type of training, a percentage figure which held constant for both males and females.

The largest per cent who expressed a desire for vocational training were under age twenty-two, representing forty-three per cent of the total number of persons signifying an interest. Thirty-six per cent of the respondents between twenty-two and forty-four years of age reported a desire for training, again a percentage which was similar for both males and females. Twenty-six per cent of the respondents who expressed a desire for vocational training were between the ages of forty-five and sixty-four, with a larger proportion of these persons being female. A similarly larger response of female interest was shown by persons over age sixty-five.

County breakdown of the thirty-two per cent response desiring vocational, technical and adult education indicated that the largest number were from St. Croix County, representing thirty-seven per cent of the total. Thirty-one per cent were from Pierce, twenty-eight per cent from Burnett, and twenty-seven percent were from Polk. These percentages indicated that the interest is quite similar throughout the four-county area. Since the percentages are similar, naturally the counties with the largest population will have the greatest number of persons interested in vocational, technical, and adult education.

Persons who desired training were asked to specify the type desired. A categorical listing of these responses can be found in Chapter IX.

Of the thirty-two per cent of the respondents who favored some type of vocational training forty-five per cent of these were high school graduates, thirteen per cent were college graduates, and nine per cent had received some high school training.

TABLE 40

Respondents Desiring Vocational Training
By County of Residence
(Total)

	Where Live				
Voc. Training	Burnett	Pierce	Polk	St. Croix	TOTALS
Yes	114	436	358	700	1,608
No	244	843	853	1,030	2,970
Not Stated	53	108	129	144	434
TOTALS	411	1,387	1,340	1,874	5,012

TABLE 41

Respondents Desiring Vocational Education by County (Percentage Totals)

Voc. Training	Where Live Burnett	Pierce	Polk	St. Croix	TOTALS*
Yes	28	31	27	37	32
No	59	61	64	55	59
Not Stated	13	8	10	8	9
TOTALS*	100	100	100	100	100

*Totals may not equal 100 per cent because of rounding to the nearest full percentage figure.

TABLE 42

Location of Residence and Desirability for Vocational Training of Male Respondents (Percentage Totals)

Desire Voc. Training	Where Live Burnett	Pierce	Polk	St. Croix	TOTALS
Yes	27	31	28	37	32
No	58	61	63	56	59
Not Stated	15	8	9	8	9
TOTALS*	100	100	100	100	100

TABLE 43

Location of Residence and Desirability for Vocational Training of Female Respondents (Percentage Totals)

Desire Voc. Training	Where Live				
	Burnett	Pierce	Polk	St. Croix	TOTALS
Yes	29	32	26	40	33
No	62	60	64	53	59
Not Stated	9	7	10	8	8
TOTALS*	100	100	100	100	100

*Totals may not equal 100 per cent because of rounding to the nearest full percentage figure.

TABLE 44

Desire for Vocational Training by Educational Level

Desire Voc. Training	Education						
	0-8	9-11	H.S. Grad.	Some College	College Grad.	Not Stated	TOTALS
Yes	168	146	721	333	217	26	1,611
No	448	220	1,014	507	718	63	2,970
Not Stated	91	42	169	73	45	17	437
TOTALS	707	408	1,904	913	980	106	5,018

TABLE 45

Desire for Vocational Training
By Educational Level
(percentage totals)

Desire Voc. Training	Education 0-8	9-11	H.S. Grad.	Some College	College Grad.	Not Stated	TOTALS*
Yes	10	9	45	21	13	2	100
No	15	7	34	17	24	2	100
Not Stated	21	10	39	17	10	4	100
TOTALS*	14	8	38	18	20	2	100

*Totals may not equal 100 per cent beacuse of rounding to the nearest full percentage figure.

TABLE 46

Educational Level and Desirability for Vocational Training of Male Respondents

Desire Voc. Training	Education 0-8	9-11	H.S. Grad.	Some College	College Grad.	Not Stated	TOTALS
Yes	142	109	453	215	141	13	1073
No	368	151	633	313	472	42	1979
Not Stated	77	28	112	44	27	7	295
TOTALS	587	288	1198	572	640	62	3347

TABLE 47

Educational Level and Desirability for Vocational Training of Female Respondents

Desire Voc. Training	Education						
	0-8	9-11	H.S. Grad.	Some College	College Grad.	Not Stated	TOTALS
Yes	22	34	249	109	71	13	498
No	66	59	352	178	218	17	890
Not Stated	13	11	28	17	17	6	127
TOTALS	101	104	653	315	306	36	1515

District Mobility

The survey indicated that 517 of the respondents, or about ten per cent, had moved into District 18 during the past two years. It should be noted that the largest number of these persons, 221, moved into St. Croix county and 114 of the 221 had previously lived outside the state of Wisconsin.

TABLE 48

Prior Residence of Respondents Who Moved Within the Last Two Years

(a)

(totals)

Present Residence	Prior Residence						
	Burnett	Pierce	Polk	St. Croix	Other Wis.	Out of State	TOTALS
Burnett	0	1	5	1	5	21	33
Pierce	0	3	2	24	39	90	158
Polk	4	1	0	9	25	66	105
St. Croix	0	25	7	0	75	114	221
TOTALS	4	30	14	34	144	291	517

(b) (percent of present residence)

Present Residence	Prior Residence						
	Burnett	Pierce	Polk	St. Croix	Other Wis.	Out of State	TOTALS*
Burnett	0	3	15	3	15	64	100
Pierce	0	2	1	15	25	57	100
Polk	4	1	0	9	24	63	100
St. Croix	0	11	3	0	34	52	100
TOTALS	1	6	3	7	28	56	100

*Totals may not equal 100 per cent because of rounding to the nearest full percentage figure.

(c) (percent of prior residence)

Present Residence	Prior Residence						
	Burnett	Pierce	Polk	St. Croix	Other Wis.	Out of State	TOTALS
Burnett	0	3	36	3	3	7	6
Pierce	0	10	14	71	27	31	31
Polk	100	3	0	26	17	23	20
St. Croix	0	83	50	0	52	39	43
TOTALS*	100	100	100	100	100	100	100

*Totals may not equal 100 per cent because of rounding to the nearest full percentage figure.

Information regarding mobility was related to the present place of employment for those respondents who had moved into the area during the past two years. Results showed that of the 292 persons who moved into the area from another state, 112 of these are presently employed in Minnesota. This could possibly indicate that people moving from Minnesota into the District 18 area but are retaining their employment positions in Minnesota, a situation which could have implications for the curriculum of a vocational institution.

TABLE 49

Prior Residence and Present Place of Employment for Respondents Who Moved Into the District Within the Last Two Years

(a) (totals)

	Where Employed							
Prior Residence	Burnett	Pierce	Polk	St. Croix	Other Wis.	Minn.	Not Stated	TOTALS
Burnett	1	0	0	0	0	2	0	4
Pierce	2	10	2	9	0	6	0	29
Polk	5	0	1	5	0	3	0	14
St. Croix	2	8	9	6	0	8	1	34
Other Wis.	5	30	26	49	3	30	1	144
Out of State	13	45	55	62	3	112	2	292
TOTALS	28	93	94	131	6	161	4	517

(b) (percentage totals)

	Where Employed							
Prior Residence	Burnett	Pierce	Polk	St. Croix	Other Wis.	Minn.	Not Stated	TOTALS*
Burnett	25	0	25	0	0	50	0	100
Pierce	7	34	7	31	0	21	0	100
Polk	36	0	7	36	0	21	0	100
St. Croix	6	24	26	18	0	24	3	100
Other Wis.	3	21	18	34	2	21	1	100
Out of State	4	15	19	21	1	38	1	100
TOTALS	5	18	18	25	1	31	1	100

*Totals may not equal 100 per cent because of rounding to the nearest full percentage figure.

TABLE 50

TWIN CITIES METROPOLITAN AREA
Estimated Work Force

Work Force Categories	Twin Cities Number Employed*	% of Total Employment
TOTAL CIVILIAN WORK FORCE	855,300	–
UNEMPLOYED	18,000	–
PERCENT OF CIVILIAN WORK FORCE	2.1	–
EMPLOYED WORKERS	836,900	100.0
NONFARM WAGE AND SALARY	830,900	92.2
MANUFACTURING	216,548	25.9
DURABLE GOODS	136,189	16.3
Lumber & Wood Prod., Incl. Furniture	4,889	0.6
Stone, Clay & Glass Products	2,431	0.3
Primary Metal Industries	3,605	0.4
Fabricated Metal Products	14,903	1.8
Nonelectrical Machinery	48,639	5.8
Electrical Machinery	25,146	3.0
Transportation Equipment	4,904	0.6
Other Durables **	31,672	3.8
NONDURABLE GOODS	80,359	9.6
Food & Kindred Products	24,191	2.9
Textile Products & Apparel	4,518	0.5
Paper & Allied Products	21,705	2.6
Printing, Publish. & Allied Ind.	18,484	2.2
Chemicals & Allied Products	4,873	0.6
All other nondurable	6,588	0.8
CONTRACT CONSTRUCTION	41,723	5.0
TRANSPORTATION, COMMUNICATION, ELECTRIC, GAS AND SANITARY SERVICES	57,453	6.9
WHOLESALE AND RETAIL TRADE	181,431	21.7
Wholesale Trade	54,970	6.6
Retail Trade	126,461	15.1
FINANCE, INSURANCE AND REAL ESTATE	45,180	5.4
SERVICES AND MISCELLANEOUS	130,712	15.6
GOVERNMENT	98,684	11.8
ALL OTHER NONFARM WORKERS	59,200	7.1
FARM	6,000	0.7

* July 1969

** Includes, Ordnance and Instrument and Misc. Mfg.

Source: Minnesota State Employment Service

Twin Cities Metropolitan Area

Immediately adjacent to District 18 is one of the nation's largest labor market areas – the Minneapolis-St. Paul metropolitan area. This huge labor market employed 836,900 persons in July 1969. The low unemployment rate of 2.1% compares to a 3.2% unemployment rate in the Milwaukee area where 607,600 workers were employed.

This vast concentration of economic activity in the Minneapolis-St. Paul area has actual and potential effects on employment opportunities available for the present and future work force of District 18. For example, 22% of those responding to the post card survey were employed in Minnesota.

The Minneapolis-St. Paul area labor market offers job opportunities to District 18 residents in virtually every occupational category. Because of this opportunity, District 18 could conceivably offer training in any vocational, technical or adult education areas with confidence that students can be placed upon completion of their education; if they will commute or relocate a few miles. Table 50 provides information on the work force employed in Minneapolis-St. Paul area, as of July, 1969.

Comparison: District 18 and District 3

Information contained herein results from two studies conducted by the Wisconsin State Employment Service. The District 18 study was conducted February, 1969, whereas the District 3 study was conducted in June, 1968. This eight month difference may account for a portion of the difference in the findings presented.

Information obtained by the studies showed that for every job opening in District 3 there were 1.86 openings in District 18. Of special interest was the finding that five times as many openings in District 18 required some post-high school vocational training, thus the need for vocational-technical training in District 18 is distinct. In District 3, 3.2% of the openings required a two-year post-high school technical graduate. This figure was 5.6% of the openings in District 18.

CHAPTER IX

OCCUPATIONAL INTERESTS OF POTENTIAL STUDENTS

A key factor in planning for services in vocational and technical education is a determination of the interests of both youth and adults in such programs. The numbers to be served, particularly in full-time programs, have direct bearing on whether or not a central facility should be provided. It would be envisioned that any facility built would serve several purposes: (1) full-time students in short courses, (2) 1 year diploma programs, (3) possibly a limited number of 2-year associate degree programs, (4) as a facility for part-time programs primarily in the evening, (5) manpower programs, (6) general adult programs, and (7) as a focal point for coordination of an outreach program within the District where numbers are great enough to justify programs and where facility demands can be met through the use of local high schools.

In making the study several approaches have been made to determine interest of students and potential enrollments. Of major importance was the attempt to determine the potential enrollment of high school graduates, the group which represents the largest potential full-time enrollees.

For the State of Wisconsin, it has been found that first-time attendance in schools of Vocational, Technical and Adult Education is composed of approximately 66% of students who graduated from high school the previous June. The other 33% of the total first-time enrollment is made up of students who have been out of high school one or more years. A substantial number of these will have attended college before enrolling in VTAE school, others will have completed military service obligations, and a number of females may come to school after marriage. The above facts provide a basis for predicting enrollment since high school enrollments from the previous year's graduating class can be expected to make up about 66% of the first-year full-time enrollment.

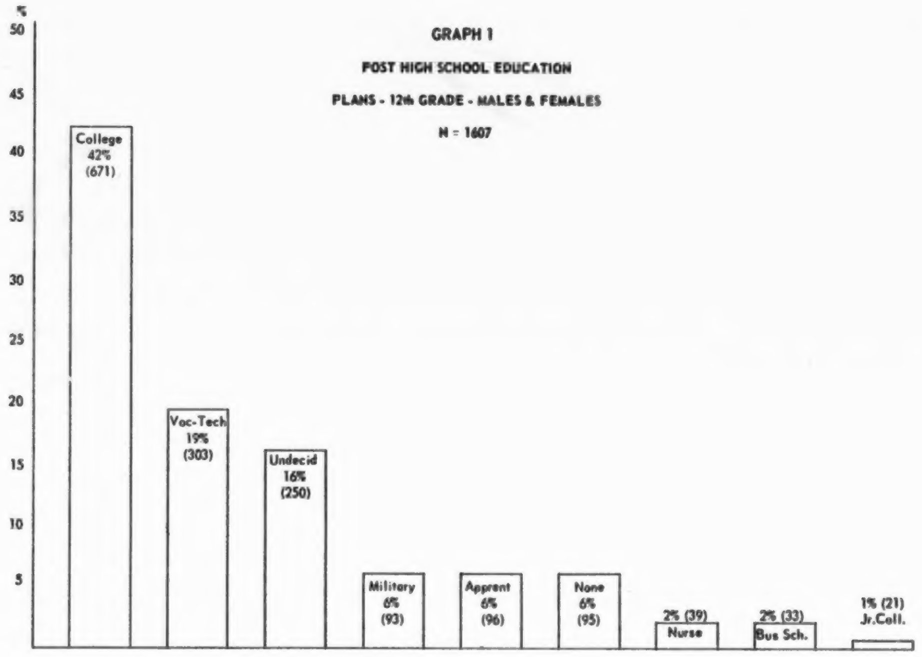
The process of determining high school students' enrollment potential by the expressed interest of high school students in post high school education represents, at best, an estimate, for students do change their plans. For example, in a study by J. K. Little, it was found that 9.3% of Wisconsin 1965 high school graduates stated that they planned to attend a VTAE school, but three years later, 15.7% had been enrolled full time in a VTAE school. It is of interest to note that the change was in the direction of a greater number actually attending than had indicated three years earlier that they would attend.

The range of attendance by counties in Wisconsin, as a ratio of full-time Fall 1966 enrollment in relation to 1966 high school graduates, is from 2.1% to 28.6% with the mean being 8.2%.

Expressed High School Student Interest of District 18 Students

It was desired to use a standardized measure of student interest based on a sound rationale of occupational choice. For this purpose a relatively new instrument, The Ohio Vocational Interest Survey (OVIS) published by the Harcourt, Brace and World, Inc., New York, was used. OVIS is an interest inventory designed to assist students in educational and vocational planning and to assist school administrators in vocational program planning. The OVIS covers the entire spectrum of occupations identified in the *Dictionary of Occupational Titles* of the United States Employment Service.

The twenty-three high school districts within District 18 participated by administering the interest inventory to high school sophomores and seniors. In preparation for administering the test, a test specialist provided a one-day workshop for the counselor or other designated staff person in each school district. The OVIS survey was usually preceded in each school by one or more sessions in which a series of film strips and records were used showing a wide range of vocations and training opportunities. The cooperation of the high schools in conducting this survey served as an excellent precedent for potential future co-operation between the high schools and the vocational-technical district.

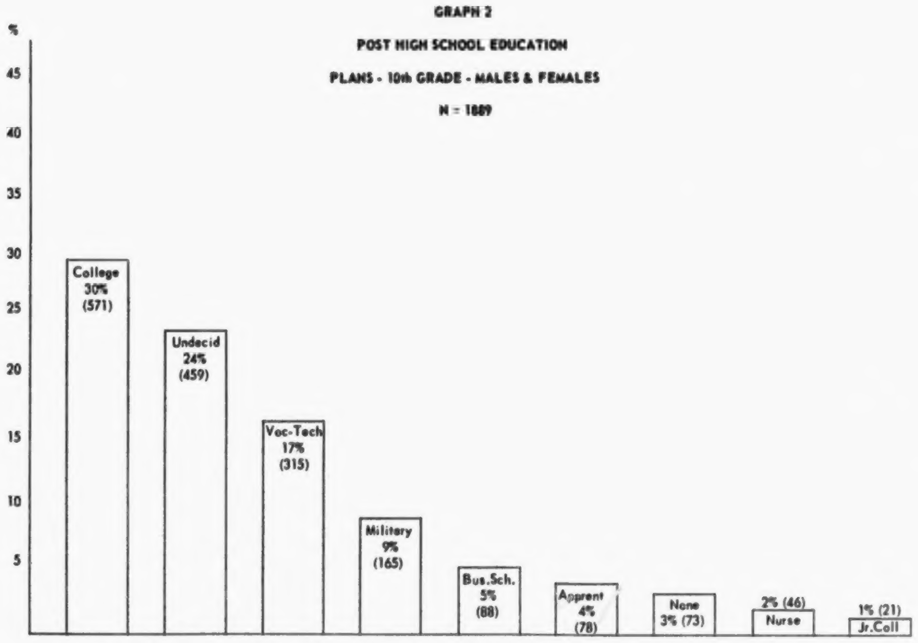


GRAPH 1

POST HIGH SCHOOL EDUCATION

PLANS - 12th GRADE - MALES & FEMALES

N = 1607



GRAPH 2

POST HIGH SCHOOL EDUCATION

PLANS - 10th GRADE - MALES & FEMALES

N = 1889

Graphs 1 and 2 show the expressed educational plans of the 1607 seniors and 1889 sophomores in secondary schools in District 18 who took the OVIS. Forty-two percent of the seniors indicated college or university as their first choice. Three hundred and three, 19%, indicated vocational or technical schools. This percentage is higher than the state average of high school graduates entering vocational programs and is probably reasonable since in 1968 over 8% of the high school graduates from District 18 were enrolled in Wisconsin VTAE schools in spite of the fact that a VTAE school does not exist in the district. If a school existed in the district, one would predict that enrollments would increase substantially.

The plans of sophomores, as shown in Graph 2, are quite similar to the plans of the seniors except, as might be expected, a somewhat larger percentage, 24% versus 18% for seniors, are undecided in their plans. Thirty percent of the sophomores as contrasted with 42% of the seniors indicate plans to go to a college or university and 17% as compared to 19% for seniors have made a tentative choice of attending a post-secondary vocational and technical school.

Tables 51A and B indicate the numbers and percentages of students selecting vocational and technical education in each of the schools. For seniors in River Falls, it is noted that only 9% have indicated vocational and technical programs, compared to 32% of the Grantsburg seniors. The total of 303 is 19% of the seniors. Graph 3 ranks percentages of those planning to attend vocational schools by secondary schools in which they are in attendance. No attempt has been made to rationalize why there is such a great spread in the percentage of seniors making the choice for vocational and technical education programs. However, when comparing Graph 3 with Graph 4 there appears to be an inverse relationship in the ranking, at least at the extremes, between schools with high percentages of students choosing college or university and those with high percentages choosing vocational education.

TABLE 51A

12TH GRADE STUDENTS SELECTING VOCATIONAL EDUCATION BY SCHOOL

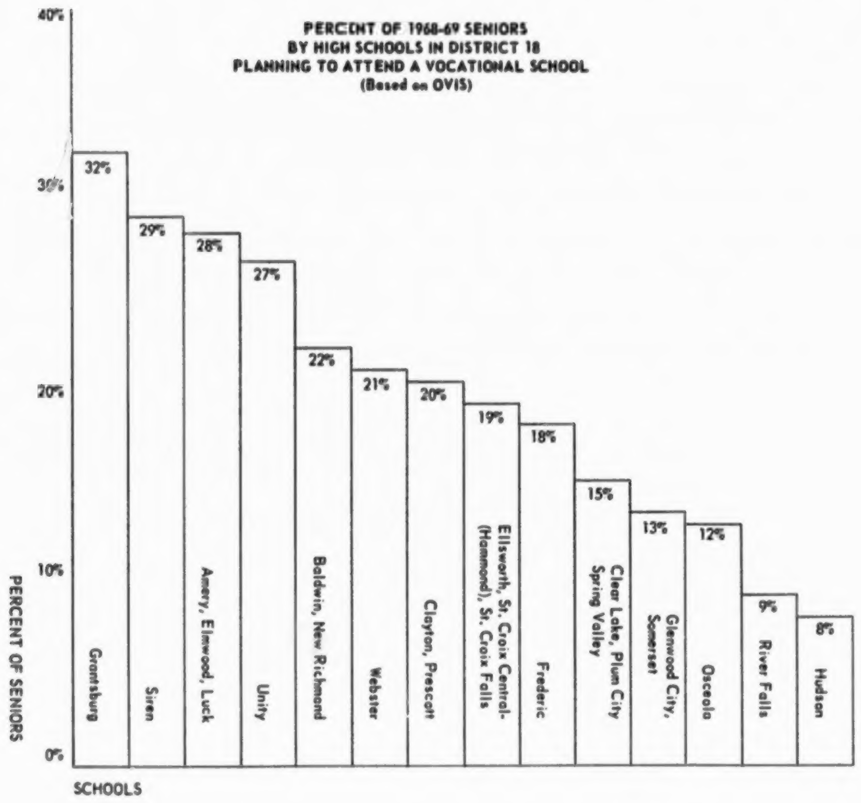
	Total Taking OVIS	Total Potential Voc. Enrollment	%
Amery	110	31	28
Baldwin	95	21	22
Clayton Jct.	30	6	20
Clear Lake	48	7	15
Ellsworth	141	27	19
Elmwood	50	14	28
Frederic	67	12	18
Glenwood	71	9	13
Grantsburg	60	19	32
Hammond	59	11	19
Hudson	140	11	8
Luck	54	15	28
New Richmond	117	26	22
Osceola	65	8	12
Plum City	33	5	15
Prescott	69	14	20
River Falls	128	11	9
St. Croix Falls	68	13	19
Siren	21	6	29
Somerset	46	6	13
Spring Valley	27	4	15
Unity	70	19	27
Webster	38	8	21
TOTAL	1,607	303	19%

TABLE 51B

10TH GRADE STUDENT SELECTING VOCATIONAL EDUCATION BY SCHOOL

	Total Taking OVIS	Total Potential Voc. Enrollment	%
Amery	95	23	24
Baldwin	92	14	15
Clayton Jct.	34	13	38
Clear Lake	52	9	17
Ellsworth	135	26	19
Elmwood	61	19	31
Frederic	70	11	16
Glenwood	71	16	23
Grantsburg	64	16	25
Hammond	107	18	17
Hudson	138	19	14
Luck	53	8	15
New Richmond	143	25	17
Osceola	81	11	14
Plum City	47	6	13
Prescott	69	12	17
River Falls	128	10	9
St. Croix Falls	76	11	14
Siren	41	6	15
Somerset	56	12	21
Spring Valley	135	13	10
Unity	71	8	11
Webster	51	8	16
TOTAL	1,889	315	17%

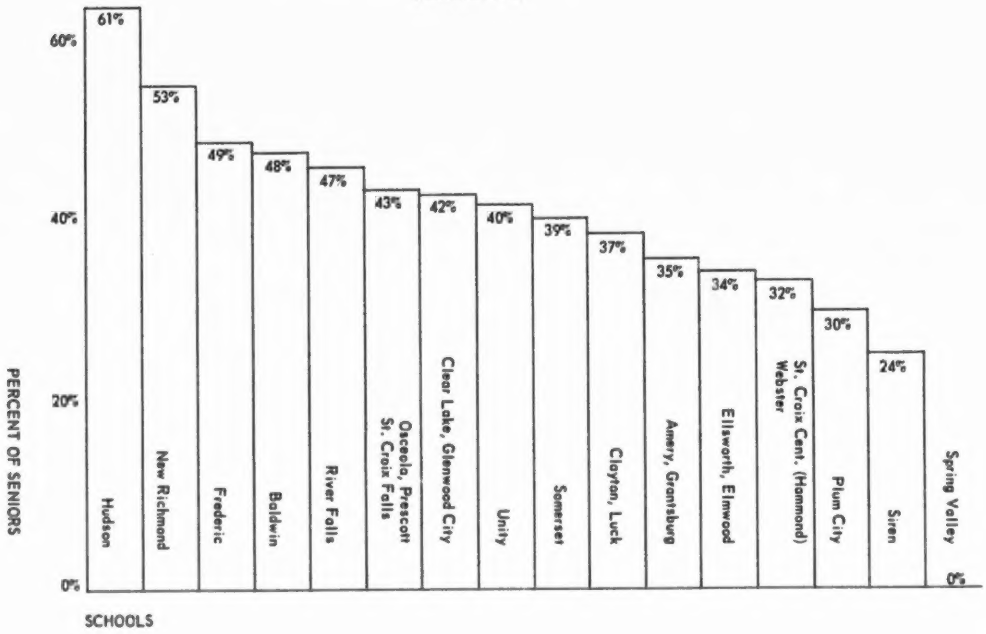
GRAPH 3



PERCENT OF 1968-69 SENIORS
BY HIGH SCHOOLS IN DISTRICT 18
PLANNING TO ATTEND A VOCATIONAL SCHOOL
(Based on OVIS)

GRAPH 4

PERCENT OF 1968-69 SENIORS
BY HIGH SCHOOLS IN DISTRICT 18
PLANNING TO ATTEND A COLLEGE OR UNIVERSITY
(Based on OVIS)

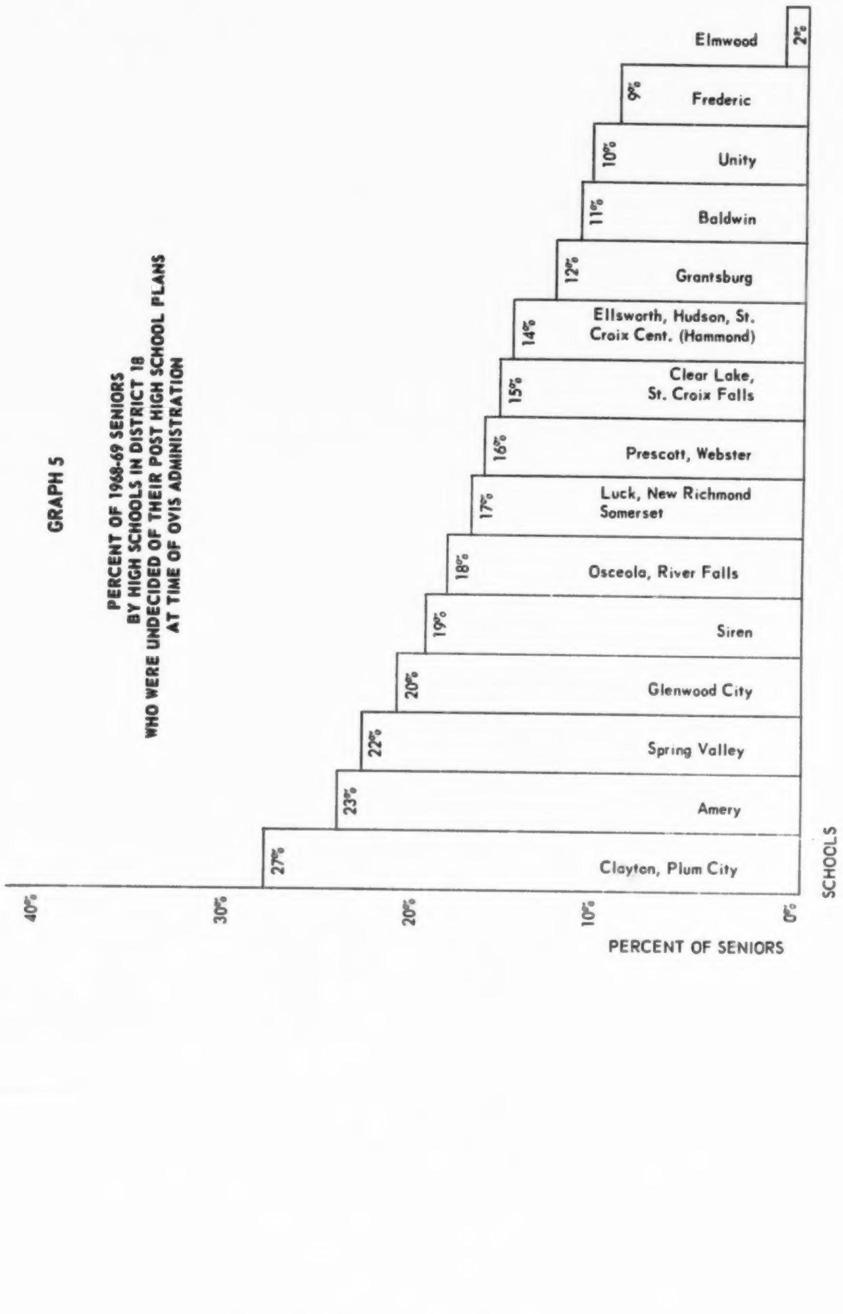


Graph 5 indicates the percentages of students in each school whose post high school plans were indefinite. This graph indicates that there are significant numbers of potential students for VTAE schools from this group. It would be difficult, however, to predict how many will actually attend or what effect the availability of full-time programs in the District would have on the potential. The figures in Graph 5 may have significant implications for the guidance programs of the various schools. This is not to say that this information alone would be conclusive, however, schools with high numbers of students who have not made a choice might explore their efforts and successes in helping their students make the transition from high school to further school or work.

As a part of the OVIS instrument, students were asked: if they had the opportunity in their high school to select vocational programs from the list provided, what program they would select. Table 52 provides the tabulation of the responses from the seniors. It should be noted that in the high schools in District 18 only a limited number of these programs are offered. Many educators in Wisconsin would judge most of the programs listed in the OVIS not appropriate or possible within the "comprehensive high school" structure.

GRAPH 5

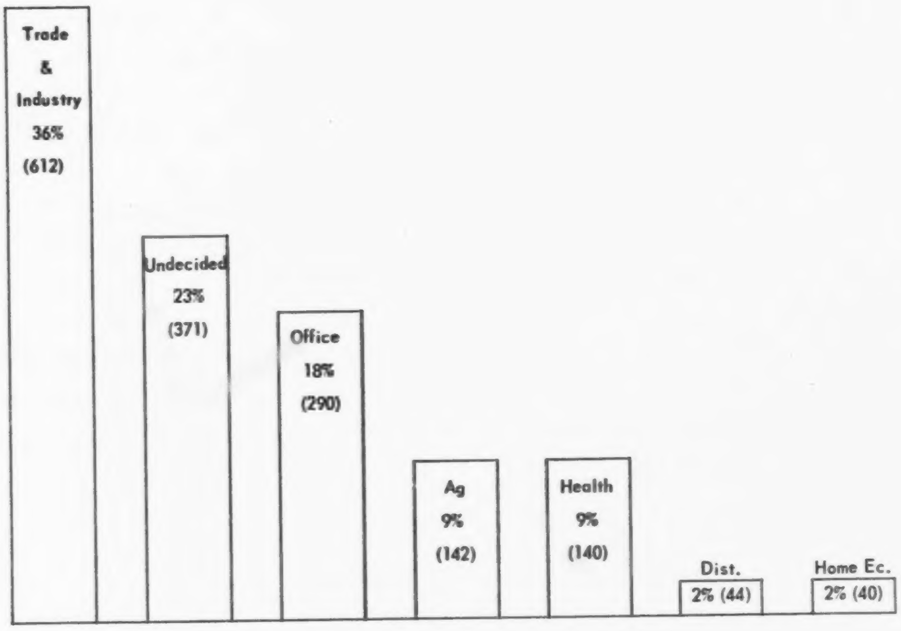
PERCENT OF 1968-69 SENIORS
BY HIGH SCHOOLS IN DISTRICT 18
WHO WERE UNDECIDED OF THEIR POST HIGH SCHOOL PLANS
AT TIME OF OVIS ADMINISTRATION



GRAPH 6

VOCATIONAL CHOICE BY FIELD
12th GRADE - MALE & FEMALE

N = 1607



GRAPH 7

VOCATIONAL CHOICE BY FIELD
10th GRADE - MALE & FEMALE

N = 1889

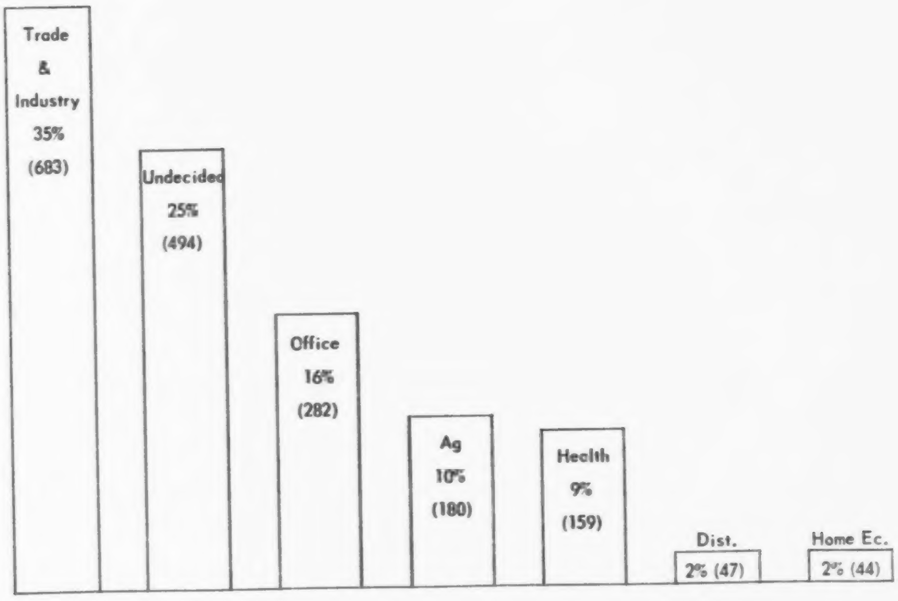


TABLE 52

VOCATIONAL PROGRAM CHOICE OF 1,607 SENIORS IN DISTRICT 18

VOCATIONAL PROGRAM CHOICE (in order of interest by first choice)	FIRST CHOICE		SECOND CHOICE	
	NO.	%	NO.	%
MECHANICS	136	8	97	6
PRACTICAL NURSING	108	7	49	3
COSMETOLOGY	103	6	97	6
OFFICE PRACTICES	83	5	84	5
DATA PROCESSING	78	5	84	5
GEN. AGRICULTURE	77	5	34	2
COMMERCIAL ART	75	5	46	3
BOOKKEEPING	72	4	58	4
HORTICULTURE, ETC.	65	4	51	3
SECRETARIAL	63	4	55	3
DRAFTING	60	4	41	3
ELECTRONICS	53	3	53	3
TAILORING	42	3	58	4
UNDECIDED	35	2	97	6
HOME ECONOMICS	33	2	45	3
AUTO BODY REPAIR	33	2	77	5
DENTAL ASST., ETC.	32	2	50	3
SHEET METAL, ETC.	25	2	40	2
DISTRIBUTIVE ED.	23	1	24	1
MACHINE SHOP	21	1	39	2
FOOD SERVICES, ETC.	21	1	38	2
BUILDING TRADES	19	1	30	2
APPLIANCE REPAIR	11	1	15	1
PRINTING	3	0	8	0
* OMITS	336	21	337	21
TOTAL	1,607		1,607	

* OMITS includes 314 students not interested in a vocational program and 22 students not responding.

This listing obviously has bearing on possible program choices for these same students in post high school programs. However, there appears to be a question regarding the numbers that would actually enroll. Graphs 6 and 7 show the choice by major field for twelfth and tenth graders respectively. The highest interest was shown in trade and industrial education with 36% of the twelfth graders and 37% of the tenth graders making this choice. Office occupations was second highest with 18% of the twelfth graders and 16% of the tenth graders making this choice. Health occupations and apprenticeship were next highest with distributive occupations and home economics being the smallest. It should be noted that the home economics occupations refers to wage earning occupations, as contrasted with housewife or other non-wage earning occupations. Of interest is the large group which are shown as undecided. These may be students whose occupational interest is in: (1) the professions, (2) occupations requiring vocational or technical training, (3) or occupations requiring no specific preparation.

An indication of training fields for which adults are interested was secured through one question on a survey post card mailed to all heads of households in District 18. The results represented approximately a 13% response. It is doubtful that a reliable quantitative measure can be made from the responses, however, the responses are significant in terms of fields in which training is desired. It should be noted that another limitation of the listing is that no determination was made as to whether the training desired was full or part-time. Table 53 contains the responses by occupational field for which training was desired as well as a geographical index of the areas from which the responses came. The occupational fields listed are those for which ten or more requests were received. Those occupations or subject areas receiving less than ten requests are grouped under the "other" category.

TABLE 53

PROGRAMS DESIRED BY ADULTS*

	Grantsburg	Siren	Others in Burnett Co.	Burnett Co. Totals	River Falls	Prescott	Elsworth	Plumb City	Spring Valley	Elmwood	Others in Pierce Co.	Pierce Co. Total	Amery	Clear Lake	Osceola	St. Croix Falls	Others in Polk Co.	Polk Co. Total	New Richmond	Hudson	Somerset	Woodville	Hammond	Glenwood City	Others in St. Croix Co.	St. Croix Co. Total	4 County Total
Grade and Industry																											
Small Engine Repair			3	3						1		1	1	1	1	1	12	16							2	3	22
Drafting			1	1	5		2					7		1	1	1	1	4	3	2					2	7	19
Electronics			1	1	2	1						6	6	2	1		3	12	1	3			2		2	8	27
Machinist		2	2	4	1	1						2	3		2		2	7	4		1		2		4	11	24
Computer Program					4	1	1					6	3				22	5	1	2					2	5	16
Cosmetology					4	2	2			2		10	1					1	1	2	1				1	7	18
Electricity		1	1	2	5	1	4			2	4	16	4		5		14	23	9	4	3	1	1		10	28	69
Woodworking			2	2	7	2	1		2		1	13	4	1			4	9	3	4					8	15	39
Welding	1	1	1	3	9	4	5		3	1	4	26	1	1	1	2	13	18	3	5	3	1	1		4	17	64
Mechanics	3	3	1	7	5	2	2	2	1	1	3	16	3	2	2	2	6	15	9	4	4		4	1	12	34	72
Blueprint Rdg.							1				1	2					1	1	2	2	2		1		1	8	11
Building Trades		1	2	3	5		1	2			3	11				1	2	3	5	1	2				2	10	27
Refrigeration					5						1	6					2	2	2	1			1	1	2	7	15
Plumbing			2	2	1	2	3	1			2	9	2	1	2			5	2	5	1	1	1		2	12	28
Metal Work		1		1	2		1					3	1		1		1	3	2	1					3	6	13
Supervision	2	1		3	5		2					7	3	1			3	7	5	3		1			2	11	26
Other T & I		3	8	11	12	2	1		1	1	6	23	6	1	12	1	10	30	9	22	1	1	2	4	12	51	115
T & I Totals	6	13	24	43	72	18	26	5	7	8	28	164	38	11	28	8	76	161	61	62	18	5	17	6	71	240	608

TABLE 53 continued

	Grantsburg	Siren	Others in Burnett Co.	Burnett Co. Totals	River Falls	Prescott	Elsworth	Plum City	Spring Valley	Elmwood	Others in Pierce Co.	Pierce Co. Total	Amery	Clear Lake	Osceola	St. Croix Falls	Others in Polk Co.	Polk Co. Total	New Richmond	Hudson	Somerset	Woodville	Hammond	Glenwood City	Others in St. Croix Co.	St. Croix Co. Total	4 County Total
Agriculture Voc. Agriculture	1		1	2	3				1		2	6	3	1	2		7	13	3		1		1	2	4	11	32
Other Agriculture			1	1	3		1		1			5							1						2	3	9
Agriculture Totals	1		2	3	6		1		2		2	11	3	1	2		7	13	4		1		1	2	6	14	41
Health Occupations Nurses Aid					3	1		1				5	2				2	4			1				5	6	15
LPN or Nursing	1		2	3	2		2	1			1	6	1			2	7	10	2	2	1	1	2		5	13	32
Other Health Occ.		1		1	2	1					2	4			1		1	2	4			1		1	1	7	14
Health Occ. Totals	1	1	2	4	7		2	2			3	15	3		1	2	10	16	6	2	2	2	2	1	11	26	61
General Education Art	1			1	6	1				2		9	4				1	5		4	1			2		7	22
Foreign Language	1	1		2	1	1			1			3	1					1	1	1					4	6	12
Craft					1		1			1		3	1				1	2	1	5		1				7	12
Public Speaking		1		1	1	1					1	3	1				1	2	3				1			4	10
Other Gen. Ed.	4		2	6	7	1	2				4	14	8	1	6		7	22	8	12			2	1	14	37	79
Gen. Ed. Totals	6	2	2	10	16	4	3		1	3	5	32	15	1	6		10	32	13	22	1	1	3	3	18	61	135

*Represents a 13% response from the post-card survey.

CHAPTER X

FISCAL CONSIDERATIONS FOR DISTRICT 18

Introduction

A recent Gallup poll of the American public indicated that governmental support of education would be one of the last "cuts" in a budget people would make if reductions were necessary. Education has great appeal for most citizens of the United States. Studies have indicated that sizeable benefits accrue to individuals and to society as a whole when people are willing to forego temporary gains in income and educate themselves to the limits of their capacity. The preceding statement is true whether this be general education, college education, or vocational education.

The major dilemma facing most educational institutions is that financial resources are not keeping pace with the demands or needs for education. Taxpayers are increasingly asked to relinquish greater proportions of their income and wealth to meet the rising costs of education. The first priority in structuring any educational program is to consider the needs of the students, but somewhere on the priority list it will be necessary to consider the fiscal resources essential for implementing the program. Thus, the purpose of this chapter is clear. The area included in District 18 has and will continue to have a need to provide vocational programs which must be financed with local, state, and federal funds. Consideration will be given to the sources of revenue from which these monies are derived in terms of their adequacy, ability to produce and elasticity.

Local Resources and the Ability to Finance District 18

As used in the context of this report, financial ability is the ability of a vocational district to support its educational program using its own resources. As the equalized valuation of property is the basis for taxing at the local level, it will be used as a comparative guide to local ability. Although this is in general a commonly accepted measure of ability, it does not necessarily provide the best measure of ability.

There are several possible methods of measuring financial ability, among which are: (1) per capita income, (2) median family income, (3) equalized valuation per capita, and (4) income or equalized valuation per pupil. Recent studies in educational finance have indicated that median family income has shown the strongest relationship between fiscal resources and expenditures per pupil. This conclusion is based on the assumption that since income is a general indicator of an individual's ability to accrue goods and services, the collective or median measure of family income in a geographic area would be a measure of the total district's ability to pay for education. The evidence seems to support this thesis and also the fact that nearly all taxes are paid from personal income whether the base is wealth, income or consumption.

By necessity, however, one must consider the equalized valuation of property, since a major portion of the revenue for the support of public schools comes from the tax monies received from assessments of local property. Attempts will be made to relate the two measures (income and property valuations), since they are dependent on each other.

The gross adjusted annual per capita income in 1966 in the four counties of the District 18 area is indicated in the following table.

TABLE 54

Per Capita Income in District 18

County	Per Capita Income	Rank in State
Burnett	$1,369	68
Polk	$1,770	38
St. Croix	$1,966	28
Pierce	$1,867	34
Four County Average	$1,743	
State Average	$2,429	
Deficiency	$ 686	

Source: Supplement to Taxes, Aids, and Shared Taxes in Wisconsin Municipalities, 1966.

Even though the above data are taken from 1966 state reports, the relative standing of this four-county area likely has not changed appreciably in the last two years. The gross adjusted annual per capita income in District 18 is deficient from the state average by $686 per capita. Of the 72 Wisconsin counties, District 18 has four counties which rank from the 28th to 68th in per capita income. District 18 can be considered as having below average income resources when compared with the rest of the state.

Data on the equalized valuation of property per capita in District 18 counties for 1966 are presented as follows:

TABLE 55

Equalized Valuations Per Capita in District 18

Equalized Valuation	Rank in	
County	Per Capita	State
Burnett	$5,116	34
Polk	$4,712	42
St. Croix	$4,656	44
Pierce	$4,462	48
Four State Average	$4,737	
State Average	$5,601	
Deficiency	$ 864	

The equalized valuation of property per capita ranges from $4,462 in Pierce County to $5,116 in Burnett County. The average in District 18 is $4,737, which is deficient by $864 per capita from the state average. Again, it may be pointed out that District 18 is below the state average with respect to the taxable base, property.

Some enlightening comparisons can be made when income per capita and equalized valuations per capita are related for each of the four counties. For example, in the case of Burnett County, the per capita income was the lowest for the four-county area but the equalized valuations per capita are related for each of the four counties. For example, in the case of Burnett County, the per capita income was the lowest for the four-county area but the equalized valuation per capita was the highest of the four county group. Since a local tax for schools uses the property tax as a base, the citizens of Burnett County will be hit the hardest. A greater proportion of their income will be taken by school taxes than will be taken in the other three counties. A greater proportion of their income will be taken by school taxes than will be taken in the other three counties. A disproportionate share would be taken in Burnett County if state grants were based on wealth, since this county would receive less state aid than any of the other three counties and thus, would have to place a heavier tax on property.

The above situation illustrates one of the many disparities apparent in financing schools through the use of a property tax base. Comparing the income and property valuations in each of the other three counties does not reveal any radical inconsistencies but there are differences to be noted. Polk, St. Croix and Pierce County ranked lower in equalized valuation of property in the state than when per capita income measures were ranked. None of these rankings or data presented can reveal the inconsistancies that exist within a particular county. Those internal measures and variations in income and wealth will have to be left to further in-depth analyses.

Past, Present and Projected Property Tax Base

The basis for levying a local vocational district tax will be the equalized valuation of property contained within the district's boundaries. In the case of District 18, it will be all of the equalized value of property contained in Burnett, Pierce, Polk and St. Croix Counties. In each of the following tables is contained equalized valuations for a particular county for the years 1964 through 1968.

TABLE 56

Equalized Valuations, Burnett County
1964 through 1968

Year	Equalized Valuation	Dollar Increase	Percent Increase
1964	$39,467,325	—	—
1965	$45,532,115	$6,064,790	15.4%
1966	$46,644,030	$1,111,915	2.4%
1967	$49,958,600	$3,314,570	7.1%
1968	$53,215,900	$3,257,200	6.5%

Source: Bureau of Property Taxation, State of Wisconsin

TABLE 57

Equalized Valuations, Pierce County
1964 through 1968

Year	Equalized Valuation	Dollar Increase	Percent Increase
1964	$ 90,982,600	—	—
1965	$ 95,386,080	$ 4,403,480	4.8%
1966	$107,351,545	$11,965,465	12.5%
1967	$124,661,200	$17,309,655	16.1%
1968	$129,605,750	$ 4,944,550	4.0%

Source: Bureau of Property Taxation, State of Wisconsin

TABLE 58

Equalized Valuations, Polk County 1964 through 1968

Year	Equalized Valuation	Dollar Increase	Percent Increase
1964	$112,603,245	–	–
1965	$118,748,080	$ 6,144,835	5.5%
1966	$131,543,100	$12,795,020	10.8%
1967	$137,697,600	$ 6,154,500	4.7%
1968	$143,415,700	$ 5,718,100	4.2%

Source: Bureau of Property Taxation, State of Wisconsin

TABLE 59

Equalized Valuations, St. Croix County 1964 through 1968

Year	Equalized Valuation	Dollar Increase	Percent Increase
1964	$139,895,865	–	–
1965	$144,789,600	$ 4,893,735	3.5%
1966	$164,640,700	$19,851,100	13.7%
1967	$178,524,500	$13,883,800	8.4%
1968	$192,799,300	$14,274,800	8.0%

Source: Bureau of Property Taxation, State of Wisconsin.

In terms of total equalized valuation for each District 18 county, St. Croix County had the greatest proportion of taxable property with37.1%, followed by Polk County with 27.6%, Pierce County with 24.9% and Burnett County with 10.3%. The greatest dollar increase in county total equalized valuation in the last four years was found in St. Croix County followed by Pierce County, Polk County and Burnett County, respectively. The greatest percent increase, using the 1964 equalized valuation as a base, was found in Pierce County with a 42.5% increase followed by St. Croix County with a 37.8% increase, Burnett County with a 34.8% increase and Polk County with a 27.4% increase.

Equalized valuations for all four District 18 counties are combined in the following Table:

TABLE 60

Combined Equalized Valuations, District 18
1964 Through 1968

Year	Equalized Valuation	Dollar Increase	Percent Increase
1964	$382,949,035	–	–
1965	$404,455,875	$21,506,840	5.6%
1966	$450,179,375	$45,723,500	11.3%
1967	$490,841,900	$40,662,525	9.0%
1968	$519,036,650	$28,194,750	5.7%

Source: Bureau of Property Taxation, State of Wisconsin

The data in Table 60 would seem to indicate that property valuations in District 18 are rising an average of 7.9% a year.

To adequately plan for the future, the District 18 board, citizens, and administrators must make decisions on the basis of future needs and future resources. The purpose of this chapter is not to reflect on future needs, but we can make some reasonably adequate projections as to future local resources. An analysis of the last five years' equalized valuations and the amount and percent of increase from year to year should give some indication as to future equalized valuations.

Equalized valuation in District 18 has been increasing about 7.9% a year, on the average, over the past four years. A conservative figure of 6.0% was used to project future equalized valuations in District 18. Table 61 reflects the results of these calculations.

TABLE 61

Projected Equalized Valuations for District 18 1969 Through 1974

Year	Equalized Valuation	Dollar Increase	Percent Increase
1968*	$519,036,650	$28,194,750	5.7%
1969	$550,178,849	$31,142,199	6.0%
1970	$583,189,579	$33,010,730	6.0%
1971	$618,180,953	$34,991,374	6.0%
1972	$655,271,810	$37,090,857	6.0%
1973	$694,588,118	$39,316,308	6.0%
1974	$736,263,405	$41,675,287	6.0%

*Actual Figures

Analysis of the figures in Table 61 indicates a sizeable property tax base is available in District 18 for purposes of supporting post-secondary vocational programs. Based on a conservative 6% a year increase in equalized valuation, the district would have a property tax base of $736 million by 1974 on which tc levy and collect taxes for the 1975-76 school year. Assuming a 6% increase is reasonable and the equalized valuation is projected to 1980, District 18 would have over $1 billion in taxable property.

Current Property Tax Burden

A consideration that should be made in the study of any fiscal operation is an analysis of the existing burden on local taxpayers. The question must be raised as to the extent of the property tax burden on the local citizen and the limitations such a tax can take before it becomes unreasonably oppressive. The following table casts some light on this question. In Table 62 are contained figures on equalized or full value of property for 1968 and the tax rates using equalized value as a base.

An analysis of the contents of Table 62 would seem to indicate that the four counties are not overburdened if we can make the assumption that property tax rates reflect relative burdens. Two counties in District 18 were applying an effective tax rate of approximately 3.6 mills below the state average while the two remaining counties were taxing at about the same rate as the state average. These figures do not reflect differences within a county. There may be variations within a county from one taxing district to another. The tax rate on full value was derived by dividing the total tax (county, local and school tax) by the total equalized or full value of property within that county.

TABLE 62

1968-69 Equalized Valuations Taxes and Tax Rates on Counties in District 18

County	1968 1968 Full Value	Full Value Tax	Tax Rate
Burnett	$ 53,215,900	$ 1,569,311	29.48 Mills
Pierce	$ 129,605,750	$ 4,237,678	32.69 Mills
Polk	$ 143,413,700	$ 4,792,721	33.41 Mills
St. Croix	$ 192,804,300	$ 5,687,484	29.49 Mills
State	$28,905,535,750	$957,574,631	33.12 Mills

Source: Computer Printout, 1969, Wisconsin Department of Revenue.

Other data which would seem appropriate to include at this point would be the percent that total state and local taxes are of gross adjusted per capita income. The latest figures available are for the year 1966 and are shown on Table 63.

The data in Table 63 would seem to indicate that the citizens of Burnett County have the heaviest burden based on income. A Polk County citizen's burden is more than 1% higher than the state average. Both St. Croix and Pierce Counties are near the state average.

TABLE 63

Percent That Total State and Local Taxes are of Gross Adjusted Per Capita Income in District 18 Counties, 1966

County	Percent State and Local Taxes of Per Capita Income
Burnett	19.1 Percent
Polk	16.3 Percent
St. Croix	14.5 Percent
Pierce	14.7 Percent
State of Wisconsin	14.9 Percent

Source: Supplement to Taxes, Aids, and Shared Taxes in Wisconsin Municipalities, 1966.

Local Revenue Projections From the Property Tax

Having derived the projected equalized valuations for the next six years, the task remains to project local revenue using various tax rates as a guide. Table 64 provides these data based on an effective tax rate on equalized valuation ranging from one to two mills.

Assuming our projections of equalized valuation are reasonably accurate, the anticipated revenue in District 18 in 1969-70 from the assessment of a two mill tax rate, for example, would be $1,038,073. By 1975-76, a two mill tax rate could be expected to produce $1,427,526 in local property tax revenue. Carrying this example forward to an anticipated equalized valuation of around $2 billion in 1980, the same tax rate would raise around $2 million in local revenue for the 1981-82 school year. These projections would seem to meet the State Vocational Board's economic criteria and qualify District 18 as a viable fiscal district that could support a full-time vocational program.

Financing a Building Program in District 18

Wisconsin VTAE boards have several alternatives available for raising funds for school building programs. Since each district is unique, school officials should study each alternative for obtaining funds and determine the advantage of each method for their district.

School districts have no inherent power to issue bonds or go into debt. What power they do have is conferred by the state. Any vocational district which operates a qualified vocational program, may incur a total indebtedness not exceeding 2% of the equalized valuation of taxable property in the district.

A great majority of school borrowing for long term needs is done through the use of bond issues. School bond issues in vocational districts may be sold after a hearing and passage of a resolution on a particular bond issue. A vocational district may also request a referendum on a particular bond issue if it wishes.

A majority of votes of the District Board and/or the votes cast in a referendum are sufficient to decide the question. As specified in the state statutes, all bonds must be paid within 20 years from the date of issue.

The extent to which District 18 can incur long term obligations on buildings is limited to 2% of the equalized valuation. The following table indicates the maximum indebtedness District 18 can incur in the next six years for the purpose of constructing school buildings.

3

TABLE 64

Projected Local Revenue Based on Projected Equalized Valuations
District 18

Year	Equalized Valuation*	Revenue From 1.00/1000	Revenue From 1.25/1000	Revenue From 1.50/1000	Revenue From 1.75/1000	Revenue From 2.00/1000
1968	$519,036,650	$519,037**	$648,796	$ 778,555	$ 908,314	$1,038,073
1969	$550,178,849	$550,179	$687,724	$ 825,268	$ 962,813	$1,100,358
1970	$583,189,579	$583,190	$728,989	$ 874,784	$1,020,582	$1,166,379
1971	$618,180,953	$618,181	$772,723	$ 927,271	$1,081,817	$1,236,362
1972	$655,271,810	$655,271	$819,090	$ 982,908	$1,146,276	$1,310,544
1973	$694,588,118	$694,588	$868,235	$1,041,882	$1,215,529	$1,389,176
1974	$736,263,405	$736,263	$920,329	$1,104,395	$1,288,460	$1,427,526

* The equalized valuation figure is for the year in the left column.

** Revenues collected would lag behind the year of assessment. For example this amount could be raised from a one mill levy for the 1969-70 budget.

TABLE 65

Projected Indebtedness Limitations for District 18 1969-70 Through 1975-76

School Year	Projected Equalized Valuations	Building Debt Limitations
1969-70	$519,036,650*	$10,380,733
1970-71	$550,178,849	$11,003,576
1971-72	$583,189,579	$11,663,791
1972-73	$618,180,953	$12,363,619
1973-74	$655,271,810	$13,105,436
1974-75	$694,588,118	$13,891,762
1975-76	$736,263,405	$14,725,268

*The projected equalized valuations are actually the previous year's figures. This figure is the 1968 equalized valuation, but the school district's budget and two percent debt limitation must be based on the previous year's figures.

According to the data in Table 65 District 18 may incur a maximum long term indebtedness of $10.3 million during 1969-70. Assuming the equalized valuation continues to increase to the level indicated in 1975-76, District 18 may have a maximum outstanding indebtedness of $14.7 million and still be within the 2% limitation. The law states that the most recent state certified equalized valuation figures must be used to compute the maximum allowable indebtedness.

Wisconsin vocational districts may also borrow money for the acquisition of lands, constructing buildings, or purchasing equipment on a short term basis (10 years or less). These may be in the form of promissory notes but the 2% indebtedness limitation still holds.

Normally school districts have established a policy of paying for school site purchases, building construction, or equipment on a pay-as-you-go basis or distributing the costs over future years. District 18 has not incurred any long term obligations and thus, has no historical policy upon which to rely. Generally a pay-as-you-go policy places the burden of the cost of a building on those citizens residing in a district the year a building is constructed. The funds to build the school are raised in one or two years and if the building is expensive, results in a sizeable tax increase during those years. The philosophy or rationale behind incurring long-term obligations is that those who will be using the building in future years help pay for its construction. Generally, the philosophy of distributing the costs to those who will benefit most from its use is more sound. At times, however, a combination of the two methods is reasonable. Incurring long term obligations costs more because of interest payments. A pay-as-you-go method does not cost the district anything for interest. District 18 should consider the alternatives carefully before making a decision. Interest costs, higher tax rates, property tax burden, and building needs should be considered assiduously.

The use of sinking funds is allowed in Wisconsin school districts. The sinking fund is particularly attractive in districts where a continuous building expansion program is anticipated each year. A sum of money is set aside each year to meet some current building program costs or some future building project. The advantage of paying for building costs each year is that interest costs are avoided. The disadvantage is that the burden of the building cost may fall on a few district citizens who may never benefit from use of the building.

How should District 18 finance a building program? Normally, this is a question which the District Board and the administrators only are qualified to answer. They are the decision-makers who must determine the size, capacity, equipment needs, and estimated costs of a building program. Some guidelines may be followed, however.

For illustrative purposes, it will be assumed that the total cost of a hypothetical building program comes to $3 million. The earliest District 18 could hope to start building and sell bonds would be during the 1970-71 school year. Assuming a twenty year serial bond repayment schedule, the first year of repayment would involve a $150,000 principal payment and a $165,000 interest payment. The interest payment is based on the assumption that loan funds could be obtained at a 5.5% interest cost to the district. Raising the revenue to meet the first payment ($315,000) would require a tax rate of .572 mills on a projected district equalized valuation of $550 million. After each year the outstanding indebtedness would decline by $150,000 and with each succeeding year the total yearly interest payments would also decline.

The use of general obligation serial bonds is the preferred type of issue to handle long term obligations. They are considered safe, economical and once the issue is sold, the payment of principal and interest is on a fixed retirement schedule. The implication of the last statement is that no further decision need be made concerning the payment of interest and principal.

Comparative Equalized Mill Rates

The comparative equalized mill rates for all Wisconsin Vocational Districts are contained in the following Table:

TABLE 66

Comparative Equalized Mill Rates, 1969

District	Mill Rate on Equalized Valuations
1	1.98 Mills
2	1,25
3	.975
4	1.379
5	.97
6	1.68
7	1.52
8	1.00
10	1.39
11	1.46
12	1.05
13	1.117
14	1.65
15	1.68
16	1.39
17	1.32
18	1.079

Source: Wisconsin State Board of Vocational Education

Most Wisconsin vocational districts are levying between one and two mills to obtain the local revenue necessary to support total yearly expenditures. The mill rates in Table 66 reflect collections for 1969 total local expenditures, including expenditures for debt retirement and capital outlay.

There is no state restriction on a tax levy to retire bonds or notes. There is a two mill tax rate restriction for revenues raised to make capital improvements, acquire equipment and to operate and maintain schools. There does appear to be, however, an unwritten guideline that no vocational district levy more than 2 mills at the local level for any and all expenditure categories combined.

Federal and State Support

Identifying actual dollar figures which District 18 might expect this year or in coming years would be extremely difficult. At no time could anyone accurately predict what legislators at either the federal or state level are likely to appropriate in the way of funds for vocational programs. The figures change hourly and daily. The latest figures are included in Table 67. They are taken from Wisconsin Senate Substitute to Senate Bill 95.

The total requested by the Wisconsin Board of Vocational Technical and Adult Education (WBVTAE) was $20,990,900 for the school year 1969-70. They received $18,353,900, approximately $2.6 million less than requested. For the school year 1970-71 they requested $22,998,800 and received $20,252,700.

TABLE 67

Tentative Approved Appropriations for VTAE State Programs

Aided Program	1969-70 Appropriation	1970-71 Appropriation
General Program	$ 416,000	$ 428,600
Student Aids	$ 273,100	$ 293,100
Indian Scholarships	$ 37,500	$ 37,500
Fire School	$ 59,500	$ 60,800
State Aid for VTAE Districts	$ 8,763,800	$10,633,900
Text Materials	$ 2,000	$ 2,000
Federal Aid	$ 8,802,000	$ 8,796,800
TOTAL	$18,353,900	$20,252,700

Source: Senate Substitute Bill to 1969 Senate Bill 95.

These are only tentative figures but it appears they will be close if not actual. State appropriations for VTAE local districts were listed at $8,763,800 for 1969-70 and $10,633,900 for 1970-71. Each year's appropriation is about $1.2 million less than requested by WBVTAE.

The significance of these figures for the local VTAE district is important. The state's new method of allocating funds to local districts had anticipated funding full time equivalent (FTE) students at a 37% level.

An explanation of Full Time Equivalent Student is in order. A base week is selected for both the first and second semester of each school year. These two one week periods are used for the purpose of identifying enrollments and hours of instruction. The basis for figuring FTE students varies for different programs.

ASSOCIATE DEGREE PROGRAM: Add total number of credits taken by all students in the base week and divide this figure by fifteen to determine the FTE.

VOCATIONAL DIPLOMA, APPRENTICESHIP AND PART-TIME PROGRAM: Add total hours of instruction during the base week and divide this figure by 22.5 to determine the FTE.

The first semester base week FTE plus the second semester base week FTE divided by two equals the total FTE on which state aid is provided.

As the legislative appropriation was somewhat less than the anticipated appropriation, the 37% per FTE no longer holds. The estimate now given is about 33% per FTE. On dollar figures, the state has estimated this would approximate $386 per FTE. If VTAE Districts had 300 FTE students, they could expect approximately $115,800 in state aids for these students. The fact that District 18 is in the process of building a program infers that during the first few years of operation, state funds will be less than this amount. Total state aid to District 18 during the 1967-68 school year was $25,922. The Wisconsin Coordinating Council for Higher Education has estimated, however, that District 18 will have 297 FTE's in the 1968-70 period and could expect around $109,890 for this two-year period. The estimated average operational cost per composite FTE student was $1,120 for the 1968-69 school year. These are WCCHE estimates.

Federal aid appropriations are just as difficult to anticipate. During the 1968-69 school year, the state received $5,609,990 in Federal aids of which $1,987,119 went to the Department of Public Instruction for distribution to local secondary school vocational programs. The 1969-70 Federal appropriation is expected to be $5,613,000 for Wisconsin. Of this amount $2,245,000 will go to the State Department of Public Instruction leaving $3,368,000 for the WSBVTAE. Of this $3.3 million approximately $1,131,000 is earmarked for construction and equipment.

Could District 18 expect any federal support for building construction? The method of distributing these federal building funds from the state is not clear. Requests for federal building and equipment fund support are filed with the Wisconsin Board of Vocational, Technical and Adult Education, for they are the final arbiters of who shall receive these monies. It would appear, however, that District 18 could expect an amount equivalent to the proportion of FTE students they have in the District to the total State FTE. Total federal aids in 1967-68 in District 18 amounted to $4,422.

CHAPTER XI

SUGGESTED GUIDELINES FOR LOCATING FACILITIES

In a review of the literature pertaining to educational facilities construction, attention is consistently directed toward the concept of "program" and to the need for close coordination between program planning on the one hand and the construction of facilities to accommodate the program on the other. This same theme is also central to this discussion. Without a well planned and well conceived program, based on a realistic survey of area needs and on the ability of the area to finance the program, any consideration of facilities and a building program is meaningless. With these basic assumptions in mind, other meaningful though necessarily secondary "guidelines" for facilities construction and location will be considered.

A number of documents have been issued recently by both the U.S. Office of Education, Division of Vocational-Technical Education and the Wisconsin Board of Vocational, Technical, and Adult Education relative to facilities construction. At the outset, therefore, a survey of some of these existing documents will be helpful as an indication of official guidelines which are available on the subject.

In 1965 the U.S. Office of Education published a book entitled "Basic Planning Guide for Vocational and Technical Education Facilities". The purpose of the Guide was to outline major considerations and basic principles in planning facilities for vocational and technical education. It was aimed primarily as a planning document for those people involved in vocational-technical education throughout the country who had not previously had experience in the planning and construction of facilities and who, as a result of the passage of the Vocational Education Act of 1963, were actively becoming involved in facilities planning in their respective areas. Again, the Guide emphasizes the importance of determining area needs and establishing institutional objectives as a prior condition to the actual planning for facility development.

Based on the guidelines provided by the U.S. Office of Education, the Wisconsin Board of Vocational, Technical and Adult Education issued its own publication relative to facility planning, "Guidelines for Realistic Facility Planning for Schools of Vocational, Technical and Adult Education." Included in the State Board Guidelines is a "Check List for Facility Planning", which appears in this chapter, dealing with basic considerations surrounding site selection and building design, as well as an itemization for determining educational specifications. To a large extent, the "Checklist" information was derived from the "Basic Planning Guide" of the U.S. Office.

Of particular significance to the present study are two additional memoranda from the State Board, "Procedures for Planning Facilities" and "Guidelines for District Headquarters Location". The first consists of a listing of seven steps to be followed by area directors in planning for the construction of a vocational-technical education facility. This appears at the end of the chapter.

A number of items listed in steps II and III of this document are major concerns of the present study and it is anticipated that the data presented here will contribute to the overall analysis of the feasibility of locating a vocational-technical education facility in District 18.

The second memorandum cited above, "Guidelines for District Headquarters Location" pertains to the selection of a specific spot within a vocational-technical and adult education district for locating the district headquarters. A copy of this document is contained in this chapter. Consideration is given to the desirable characteristics of a district headquarters weighing such factors as travel distances within the district, the geographic center, the population center, the services to be offered from the district headquarters, and the community resources available in the proposed headquarters location. The importance of a district's long range plan relative to facility planning is again stressed and an outline of capability requirements of a district headquarters is presented. Finally, a section called "Procedures for Selecting a District Headquarters" is included, outlining the steps to be followed by an area district in determining where the district headquarters should be located. A copy of a "rating scale" is also included in this chapter which weighs a number of possible site locations against a list of desirable criteria for headquarters location.

Turning to District 18, a revised version of the rating scale cited above is utilized in the present study, applied in this case to three possible locations for a facility for District 18, should the decision be reached to build a school. The revised rating scale (Table 68) emphasizes tangible criteria to which an objective judgment may be applied, eliminating such intangible factors as "desirability of community", "attitude of community toward vocational-technical education", and "climate for growth". Those items receiving attention on the revised scale are, distance from geographic center; distance from population center; transportation services; community services; and the actual presence of business and industry in the area. The scale presented on the following page is offered to the District 18 Board as one possible means by which a decision on the location of a facility might be reached. Other "possible locations" might also be considered. However, the three locations listed were chosen as a result of their obviously meeting a number of the stated criteria in varying degrees.

Two additional sources of data which may provide some direction and insight to facility planning for District 18 are also presented here. The first, derived from the OVIS test administered in District 18, pertains to the willingness of students interested in vocational-technical education to

TABLE 68

CHECK LIST FOR DISTRICT SITE

Directions: Rate each location 1 to 5 on each qualification that appears in the left hand column. 5 points should be awarded to the location considered most favorable in a particular item. Multiply the rating times the weight factor to obtain a total rating. The location having the greatest number of points is the favored location by the raters.

District 18 Study

POSSIBLE LOCATIONS

	New Richmond			River Falls			Amery		
	Rt'ng	Wt.	Total	Rt'ng	Wt.	Total	Rt'ng	Wt.	Total
1. Distance from Geographic Center		3			3			3	
2. Distance from Population Center		3			3			3	
3. Transportation Services		1			1			1	
4. Community Services		2			2			2	
5. Business and Industry in Area		2			2			2	

TABLE 69

POTENTIAL FULL-TIME ENROLLMENT OF 12TH GRADE STUDENTS IN VOCATIONAL EDUCATION IN THREE ALTERNATIVE COMMUNITIES BASED ON EXPRESSED INTEREST OF STUDENTS AND THE EXPRESSED LENGTH OF TIME THEY WOULD BE WILLING TO TRAVEL

	Amery	New Rich.	River Falls	Unknown	Total Voc. Enroll.	Total Enroll.	%
Amery	31	21	0	4	31	110	28
Baldwin	16	16	13	3	21	95	22
Clayton Jct.	4	2	0	2	6	30	20
Clear Lake	5	5	2	2	7	48	15
Ellsworth	1	16	27	0	27	141	19
Elmwood	0	3	7	0	14	50	28
Frederic	3	3	0	0	12	67	18
Glenwood	2	6	2	0	9	71	13
Grantsburg	4	4	0	4	19	60	32
Hudson	2	9	11	0	11	140	8
Hammond	5	9	11	0	11	59	19
Luck	12	8	3	0	15	54	28
New Richmond	18	20	18	6	26	117	22
Oseola	6	6	5	1	8	65	12
Plum City	0	3	3	0	5	33	15
Prescott	0	4	11	3	14	69	20
River Falls	0	5	6	1	11	147	7
St. Croix Falls	9	8	4	3	13	68	19
Siren	2	2	0	0	6	21	29
Somerset	1	6	5	0	6	46	13
Spring Valley	1	3	4	0	4	27	15
Unity	12	7	1	7	19	70	27
Webster	0	0	0	0	8	38	21
TOTAL	134	166	133	36	303	1,607	19%

travel to a school if one were available. Those students who expressed an interest on the OVIS test in attending a VTAE school were asked how much time they would be willing to spend travelling one way to attend the school. The communities of River Falls, New Richmond and Amery were again used as examples. Table 69 shows the potential attendance based on the expressed time students felt they would be willing to travel. Of the three selected communities, according to this instrument, New Richmond was found to be most central and having the largest potential. While this is but one possibility, and the three communities were selected merely as examples, nevertheless, it does indicate that there is a difference in potential enrollment dependent upon where the facility is located. It is also apparent that no matter where the school might be located, some groups of students would be denied the opportunity of commuting because of sheer distances required to do so.

The second source of data which may be useful in facility planning for District 18 is information on the population center of 1968 high school graduates from the district. This data was derived from a formula introduced in *Psychological Statistics* by Quinn McNemar.[1] According to this formula, the population center of the 1,672 high school graduates of 1968 in District 18 is on a north-south line about midway between Glenwood City and Hammond in St. Croix County.

Returning to the attached memoranda from the State Board, once a location for a facility has been decided upon, the detailed guidelines contained in "procedures for Planning Facilities" may then be utilized in planning for the actual construction of a facility.

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[1] Quinn McNemar, Psychological Statistics, (New York: John Wiley and Sons, Inc., 1962), Appendix B.

Wisconsin State Board of Vocational, Technical and Adult Education
Madison, Wisconsin 53702
C. L. Greiber, Director

A CHECKLIST FOR FACILITY PLANNING FOR SCHOOLS OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION

I. Basic Considerations For Planning Vocational Education Facilities

A. THE SITE

1. Size - Sufficient in area to provide space for:

Yes No

- a. Present and future buildings
- b. Outdoor instruction and recreation
- c. Student, faculty, and visitor parking
- d. Site beautification
- e. Service, drives, walkways

2. Location

- a. Readily accessible to drive-in traffic
- b. Availability of water, sewers, electricity, and gas at reasonable cost
- c. Coordinated with community planning

3. Criteria for Selection

- a. Health and safety
    - (1) Free of excessive noise, odors, smoke, dust and congested traffic
- b. Suitability
    - (1) Adequate space for the various types of buildings, future expansion, drives, walkways, recreation, parkway
- c. Economy - The reasonable purchase price plus site features which preclude:
    - (1) Excessive excavation and hauling
    - (2) Special footings or pilings
    - (3) Special installations because of distances to public utilities
    - (4) Construction and maintenance of long access drives

4. Site Development

- a. Building located and oriented properly
- b. Provision for placement of the building drives, recreation areas, and parking space in proper relationship to one another
- c. Provision for safe approaches to the site
- d. Provision for site beautification

B. THE BUILDING

1. Curriculum Dictates the Design

A prime factor in the planning of facilities for vocational and technical education is the realization that each of the areas has specific requirements which must be met. Further, these programs may vary with the specific training needs of each community. Since the building and other facilities are basically educational tools, they are essential to the educational process and will help to achieve the purposes of the program. Building design is, then, an expression of how the problems of educational program planning have been solved.

2. Design Considerations

Yes No

a. Flexibility

(1) Creation of a building which can be readily adapted to future learning requirements, enrollments, and methods of teaching ____________

(2) Rearrangement of space in the building without major structural changes ____________

(3) Multiple use of space for both day and night classes ____________

b. Expandability

(1) Increase in the floor area of a structure, either by expansion on the same level or by the addition of another story ____________

c. General environment

(1) Proper control and balancee of accoustics, heating, ventilating, lighting, and color ____________

d. Aesthetics

(1) Imagination and creativity to meet emotional as well as physical needs ____________

e. Safety

(1) Overall structural safety, traffic control, proper lighting, space for each item of equipment, removal of exhaust fumes, and suitable firefighting equipment for each area ____________

f. Economy

(1) Adaptation of the building to the site; building spaces that are related functionally; building perimeter lines straight, simple, and short ____________

3. Program Considerations

a. General classrooms for lecture or discussion-type activities ____________

b. Laboratories and shops for demonstration and project activity ____________

Yes No

c. Preparation rooms and instructional supply storage ______
d. Project storage and student lockers ______
e. Library and resource materials ______
f. Classroom equipment and furniture ______

4. Administration Considerations

a. Private and general offices ______
b. Guidance, counseling, and conference rooms ______
c. Health clinic ______
d. Cafeteria and food service ______
e. Personnel records vault ______
f. Custodial and maintenance shops ______
g. Central supply receiving and storage rooms ______
h. Toilets, drinking fountains, and rest rooms ______

5. Environmental Controls

a. Proper heating and ventilation to control room air temperature, humidity, purity, and distribution ______
b. Accoustical treatment to control or minimize sound transmission in and between classrooms, shops, laboratories, and other areas ______
c. Balanced electrical lighting, natural light, and interior finishes ______

6. Auxiliary Needs

a. Electricity, gas, and water ______
b. Sewage and waste disposal ______
c. Inter-communication system ______
d. Program clock and emergency bell system ______
e. Closed Circuit TV ______

7. Area and Space Relationships

a. Proper relationships of each area to others to facilitate traffic flow, reduce noise and confusion, and to complement program planning ______
b. Noisy areas separate from other areas ______
c. Ease of movement of supplies and equipment ______
d. Accessibility of parking areas to the administrative offices and instructional learning areas ______
e. Various rooms or areas zoned for independent use as needed or desired ______

NOTE: All reactions should be made in light of established guidelines and all negative reactions must be justified in detail.

WISCONSIN BOARD OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION
Madison, Wisconsin 53703
C. L. Greiber, Director

SUBJECT: Procedures for Planning Facilities

Step I. Consult with State Director and State Staff to Develop Plan

- A. Advisory committee studies
- B. School committee studies
- C. Obtain local board action to proceed

Step II. Establish Overall Guidelines for Long Range Plan with Help of State Office Staff and Obtain State Director's Approval

- A. Establish objectives for vocational, technical and adult education for area

- B. Studies for facilities development

    1. Program studies and program approval
    2. Population and enrollment studies
    3. Geographic and economic studies
    4. Employment studies
    5. Preliminary estimate of facility cost
    6. Application for consideration for federal aid to the State Director. Use Form VE-AD-78

Step III. Development of Educational Specifications with State Office Help

- A. Program needs of the area
- B. Student needs, i.e. for a system of vocational, technical and adult education for all students
- C. Size and type of facility
- D. Local board action to proceed

Step IV. Selection and Commissioning of Architect

- A. Invitation to architects to determine interest
- B. Application form to be used - VE-AD-62
- C. Committee action and approval of applications
- D. Local board interviews
- E. School visitations
- F. Selection of architect
- G. Local board action to commission architect

Step V. Site Selection

- A. Acquisition of additional and at present site
- B. New site selection
    - 1. Sufficient area for present and future expansion
    - 2. Adequate and accessible space for student, faculty and visitory parking
    - 3. Suitable environment
- C. Site purchase

Step VI. Establish Design Criteria for Total Project by Local School and Staff Office

- A. Develop schematic plan - use guideline standards VE-AD-61
    - 1. Local board approval
    - 2. State office approval
- B. Develop construction plans and specifications
    - 1. Local board approval
    - 2. State director's approval
- C. Develop procedures for bidding and contract award
- D. Award of State Director's contract to local board VE-AD-74

Step VII. State Office Supervision During Construction

Wisconsin Board of Vocational, Technical and Adult Education
Madison, Wisconsin 53703
C. L. Greiber, Director

Guidelines for District Headquarters Location

I. Characteristics of a District Headquarters
  A. Considerations to be made
    1. Criteria
      a. Travel Distances
        1) Geographic Center
        2) Population Center
        3) Wisconsin State Highway Driving Times
      b. Services to be Offered
        1) Administrative
        2) Support Services
          a) Student Services
          b) Field Services
          c) Supervisor Services
          d) Research and Development
          e) Program Consultation
          f) Program Coordination
      c. Resources Available
        1) Transportation
        2) Community Services
        3) Facilities for Headquarters
        4) Access to Mass Media
    2. Long Range Plan of District Headquarters Operation
      a. Optimize Development of Comprehensive Educational Services
      b. Format of Facility Development
      c. Extension Training and Extended Service
        1) Financial Base and Resources
        2) Population Base and Projections
        3) Enrollment Base and Projections
      d. Number of Vocational, Technical and Adult Education Facilities that can be supported by the District
II. Information to be Provided
  A. Map Showing District with:
    1. Major Transportation Routes, Including Railroad and Bus Lines
    2. Population Centers – size
    3. High School Enrollment Data
    4. High School Graduates Per Year by School District

        5. Geographic Center
        6. Population Center
        7. Total Population
    B. Existing Vocational, Technical and Adult Education Services
        1. Schools
        2. Programs
        3. Enrollments, 1 and 2-year, Diploma and Associate Degree
        4. Extension Services – Type and Location
        5. Outreach Effort

III. Capability Requirements of District Headquarters
    A. Ancillary Services
    B. Student and Staff Accounting
    C. Finance
    D. Supervision
    E. Field Services
    F. Recruitment
    G. Research and Planning
    H. Teacher Training
    I. Curriculum Development and Coordination
    J. Public Information

IV. Procedures for Selecting a District Headquarters
    A. Consult with State Staff on procedures for study
    B. Selection of Study Committee
    C. Develop a sound concept of the scope of operation and requirements of a comprehensive center in a comprehensive district
        1. Review Guidelines for Comprehensive Districts
        2. Guidelines for District Administration-management Review Report
    D. Committee Conducts Study
        1. Acquire a Working Knowledge of the District, its characteristics and resources
        2. Analyze the District's Educational Resources and Services in Vocational, Technical and Adult Education
        3. Analyze the District's Needs for Vocational, Technical and Adult Education
        4. Analyze the Capability Requirements of a District Headquarters
        5. Select potential Alternative Locations
        6. Apply Rating Scale to Potential Alternative Locations
        7. Consideration of Other Factors
        8. Make Recommendations
        9. Send Copy of Study and Recommendations to State Director at Least One Week Prior to Submission of Study to District Board.
        10. District Board Selects Site

CHECK LIST FOR DISTRICT HEADQUARTERS SITE

Directions: Rate each location 1 to 5 on each qualification that appears in the left hand column. 5 points should be awarded to the location considered most favorable in a particular item. Multiply the rating times the weight factor to obtain a total rating. The locations having the greatest number of points is the favored location by the raters.

	Possible Locations											
	A			B			C			D		
	Rt'ng	Wt.	Tot.	Rt'ng	Wt.	Tot.	Rt'ng	Wt.	Tot.	Rt'ng	Wt.	Tot.
1. Distance from Geographic Center		3			3			3			3	
2. Distance from Population Center		3			3			3			3	
3. Transportation Services		1.5			1.5			1.5			1.5	
4. Community Services		1			1			1			1	
5. Facilities for Headquarters		1			1			1			1	
6. Access to Mass Media		1			1			1			1	
7. Does Site Reinforce the District Capability for Comprehensive Services Required		5			5			5			5	
8. Attitude of Community Toward VTAE		1			1			1			1	
9. Business and Industrial Climate		1			1			1			1	
10. Status and Desirability of the Community		1.5			1.5			1.5			1.5	
11. Nearness to Present VTAE Facilities		1			1			1			1	
12. Other Considerations		2			2			2			2	
13. Grand Total												

CHAPTER XII

APPRENTICESHIP TRAINING

The Division of Apprenticeship and Training of the Wisconsin Department of Industry, Labor and Human Relations (formerly State Industrial Commission) maintains direct supervision over all formal apprenticeship programs, and all apprentices are indentured under provisions of the Wisconsin State Apprenticeship Statutes. Related instruction in most apprenticeable occupations is provided through the Wisconsin system of Vocational, Technical and Adult Schools. Over the years, the relationship between the two has been a cooperative one in which apprentices throughout the state have received training in over 200 occupational areas.

Present JAC Organization

The text of the Law (Chapter 106) under which apprentices are indentured contains provisions and conditions for administration of apprenticeship on a uniform state-wide basis in Wisconsin. The terms of the indenture are defined, the parties to the indenture are specified, and the authority of the Department of Industry, Labor and Human relations relative to apprentices is outlined. Basically, the purpose of the Apprenticeship Law is twofold, first to guarantee that an employer makes good his implied promise to teach a trade and, secondly, to require of the apprentice that he fulfill his obligations to his employer.

While no mention is made of committees in the apprenticeship law, state, area, and local apprenticeship committees perform a most important role as advisory bodies to the Division of Apprenticeship and Training of the Department of Industry, Labor and Human Relations. They serve as a vital link between an individual employer, a prospective apprentice, or a local community on the one hand and the Department on the other. Trades which have a joint labor-management apprenticeship committee (JAC) on a state-wide advisory basis to the Department, and which have established state and local area standards for the trade are as follows:

Barbers
Carpentry
Electrical Industry
Painting and Decorating
Plumbing
Sheet Metal
Steamfitting
Trowel Trades

In a number of other trades, while state standards have not been established and State Joint Committees have not been formed, there are local committees in existence which have developed local standards. This is true in such trades as the following:

Glaziers
Iron Workers
Lathing
Lithographers
Typographical

Where no joint committees exist and where no uniform standards have been adopted, the State uses its own discretion in passing upon indentures submitted for approval to see that the requirements are reasonable and adequate. Principal among this group are the metal trades, such as coremaker, draftsman, industrial sheet metal, machinist, molder, patternmaker, tool and die maker and other related occupations. Individual trades, such as printing, meat cutting, and the automotive trades may also fall into this category depending on the area.

Of the roughly 200 apprenticeable occupations recognized in Wisconsin, most indenturing of apprentices is entirely voluntary. Where exceptions to this pattern do exist, these were brought about in three ways either through licensing laws, through special legislation, or through special industrial commission orders.

1) Licensing Laws – The state licensing laws governing some trades contain a clause to the effect that all apprentices must be indentured in accordance with the terms of the apprenticeship law, Section 106 of the statutes. Those trades are:

   Barbering
   Cosmetology
   Plumbing
   Watchmaking

2) Special Legislation – Only one trade, carpentry, is governed by a special law requiring all persons learning the trade to be regularly indentured.
3) Special Industrial Commission Orders – Under authority of a clause in the State Minimum Wage Act, (Chapter 107.08) the Industrial Commission can issue special orders declaring an occupation a "Trade Industry," which action automatically requires indenturing of all persons learning the trade. Upon the joint request of management and labor, and upon investigation and holding the necessary public hearing, such orders have been issued on the following trades:

Painting and Decorating
Trowel Trades
   Bricklaying
   Cement Masonry
   Marble Masonry
   Plastering
   Stone Masonry
   Terrazzo Mosaic
   Masonry
   Tile Laying

In each of the special instances cited above, joint apprenticeship committees coordinate the apprenticeship program and see to it that licensing requirements, special legislation, or orders are upheld, and high standards of training for a specific trade are maintained.

Joint apprenticeship committees, therefore, while possessing no statutory authority, nevertheless, are highly influential in "advising" the Apprenticeship Division of the Department of Industry, Labor and Human Relations. The following list of functions and duties of local and area joint apprenticeship committees, taken from the Apprenticeship Manual of the State Division of Apprenticeship and Training, is a further indication of the extent to which this advisory function is performed by joint apprenticeship committees.

1) To see that apprentices engaged in the industry are properly indentured.
2) To establish local and area standards.
3) To establish recommended qualifications of employers and apprentices.
4) To recommend under what conditions apprentices may be employed.
5) To pass upon new apprenticeships.
6) To develop standard application forms.
7) To make recommendations for approval or disapproval to Commission.
8) To keep a record of every apprenticeship within its jurisdiction.
9) To make a periodic check-up on every apprenticeship.
10) To encourage parties to indentures to bring their complaints and grievances before the committee for adjustment.
11) To assist in the transfer of apprentices.
12) To determine time credit for past experience.
13) To certify graduate apprentices.
14) To make recommendations to proper authorities when reporting violations of laws, regulations, or terms of apprenticeship agreement.
15) To present to the state committee any suggestions for the improvement of the apprenticeship program.
16) To forward to the State Apprenticeship Division copies of the minutes of each meeting.

Equal employer-employee representation is a requirement of joint apprenticeship committees, whether on a local or area basis or on a state-wide committee representing a specific trade. Candidates for membership on joint apprenticeship committees are nominated by the organizations which the members are to represent. In turn, each individual member of a joint apprenticeship committee, advisory to the Department of Industry, Labor and Human Relations, must be officially designated by the Chairman of the Department. The geographical jurisdictional area of each such joint apprenticeship committee is also determined by the

Department. These areas are not uniform for all trades having a joint apprenticeship committee, but are specified according to individual trades. Thus, while one pattern of JAC geographical jurisdiction may be in force for one trade, the pattern may be entirely different for another. Therefore, no single map will explain joint apprenticeship committee organization on a state-wide basis. Rather, what is needed is a single map showing JAC jurisdictional areas for each trade for which committees have been formed. The jurisdictional boundaries of joint apprenticeship committees in Wisconsin generally coincide with the already existing boundaries of union organization and union jurisdiction over a particular trade in a given area.

Instruction

Included in every indenture between employer and apprentice is an agreement stating the number of hours to be spent in instruction. During the first two years of an apprenticeship, according to the state statutes, the period of instruction shall be not less than four hours per week, or the equivalent. If the apprenticeship is for a longer period than two years, the total hours of instruction shall be not less than four hundred hours.

The statutes covering apprentices in Wisconsin further state that the employer shall pay for the time the apprentice is receiving related instruction, for no fewer hours than specified above, at the same rate per hour as for services rendered on the job. In some cases, upon further agreement between apprentice and employer, the apprentice may be required to take additional instruction on his own time in excess of the number of hours required by statute. Attendance at school is certified by the teacher in charge.

As the major training institutions for all apprenticeable trades throughout the state, the vocational-technical schools in Wisconsin, in cooperation with joint apprenticeship committees formed around particular trades and the Division of Apprenticeship and Training of the Department of Industry, Labor and Human Relations, fulfill a valuable and essential role in providing the related instruction required according to the provisions of the State Apprenticeship Law, Chapter 106. In the section to follow, attention will be directed to the present status of apprenticeship training for residents of District 18, and the opportunities available to District 18 residents for obtaining the required instruction for the various apprenticeable trades.

JAC Organization – District 18

With the exception of the plumbing trade, residents of District 18 seeking apprenticeships as sheet metal workers, electricians, carpenters, steamfitters, barbers, cosmetologists, in air conditioning and refrigeration, or in the trowel trades fall within the JAC jurisdiction of the Eau Claire area. In each of these trades, a joint apprenticeship committee exists in Eau Claire with jurisdiction extending over the four-county area comprising District 18. In turn, related instruction for apprenticeships in each of these trades is provided through District I, Eau Claire.

The plumbers have their own joint apprenticeship committee within District 18, known as the Western Wisconsin Plumbers Joint Apprenticeship Committee. Over the past year, related instruction in the plumbing trade was provided by District 18 through the employment of a circuit instructor on a once-a-week basis. During the first semester 1968, 17 students were enrolled in the program, while in the second semester 15 plumbing apprentices were enrolled. The Western Wisconsin Plumbers JAC was organized as a result of a request by joint labor-management representatives of the plumbing trade in District 18 to the Eau Claire Plumbers JAC. The District 18 Trade and Industrial Coordinator played an instrumental role in the formation of the Western Wisconsin Plumbers JAC.

In addition to the trades listed above, for which joint apprenticeship committees have been organized out of Eau Claire, related instruction for other apprenticeable trades is available in close proximity to District 18, at either Eau Claire, Rice Lake, or Superior. Included among these trades, and the location at which related instruction is available are the following:[1]

Eau Claire	**Rice Lake**	**Superior**
auto mechanic	auto mechanic	auto mechanic
automotive technology	machine tool operation	electronics technol.
diesel mechanic	drafting-architectural	machine tool operation
drafting-mechanical	drafting-mechanical	drafting-mechanical
electronics technology	wood techniques	mechanical design
electronics servicing	merchandising	wood techniques
machine tool operation	welding	welding
mechanical design		
metal fabrication		
quantity food preparation		
restaurant hotel cookery		
wood techniques		

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[1] "Higher Education Opportunities in Wisconsin," Wisconsin Coordinating Council for Higher Education, Fall, 1968 Semi-Annual Report, pp. 50-55.

In the case of iron workers within District 18, workers in this trade come under the jurisdiction of a St. Paul joint apprenticeship committee. This is a result of following the lines of the iron workers union jurisdiction out of St. Paul, which overlap onto the western edge of Wisconsin.

While no joint apprenticeship committees exist in the area for aircraft mechanics or electrical lineman, related instruction in these specialized fields is being provided by District 18. According to District 18 records, four persons received related instruction as aircraft mechanics and seven persons as rural linemen during 1968-69.

According to the records of the Wisconsin State Board of VTAE, the following indentured apprentices were employed in District 18 as of May 1, 1969, by counties:

COUNTY	TYPE	CITY	NO.	TOTAL
BURNETT COUNTY	Auto Mechanic	Grantsburg	1	1
PIERCE COUNTY	Auto Mechanic	River Falls	1	
	Cosmetology	Elmwood	1	
		River Falls		
	Farm Equipment Mechanic	River Falls	1	
	Plumber	Ellsworth	1	
		East Ellsworth	1	
		Plum City	1	
		Prescott	1	
		River Falls	4	
	Rural Lineman	Ellsworth	4	17
POLK COUNTY	Air Mechanic	Osceola	4	
	Aircraft Mechanic	Osceola	5	
	Auto Mechanic	St. Croix Falls	1	
	Barber	Amery	1	
		Osceola	1	
	Cosmetology	Amery	1	
	Electrical Construction	Centuria	2	
	Electrical Lineman	Centuria	3	
	Mechanic	Osceola	2	
	Plumber	Amery	1	
		Clear Lake	2	
		Osceola	2	
	Printer	Balsam Lake	1	
	Rural Lineman	Centuria	1	
	Sheet Metal	Osceola	2	
	Tool and Die	Dresser	1	
	Wood Pattern-maker	*Other	1	31

*Company is located at Milwaukee, but has a person employed in Polk County

COUNTY	TYPE	CITY	NO.	TOTAL
ST. CROIX COUNTY	Auto Mechanic	Baldwin	1	
		New Richmond	1	
	Barber	Baldwin	1	
		New Richmond	1	
	Bricklayer	Hudson	1	
	Cosmetology	Hudson	1	
	Electric	Baldwin	1	
	Lineman	*Other	1	
	Farm Equipment Mechanic	Baldwin	1	
	Farm Mechanic	Baldwin	1	
	Farm and Power Mechanic	New Richmond	1	
	Feed Mill Operator	New Richmond	1	
	Maintenance Mechanic	New Richmond	1	
	Plumber	Baldwin	1	
		Hammond	1	
		Hudson	4	
		Somerset	1	
		Woodville	1	
	Rural Lineman	Baldwin	1	
	Sheet Metal	New Richmond	1	
	Steamfitter	Hudson	2	26
		GRAND TOTAL		75

With the exception of plumbers, electrical linemen and aircraft mechanics, related instruction for each of the previously listed apprenticeable trades is being provided outside of the District 18 boundaries. In most cases this is presently being accomplished through part-time attendance at the Eau Claire, Rice Lake or Superior VTAE facilities.

CHAPTER XIII

PRESENT AND POTENTIAL RELATIONSHIPS WITH SECONDARY SCHOOL DISTRICTS

Evidence would indicate that District 18 has quite successfully, in its few years of existence, become an integral part in the total scheme of education and training of the District. While the primary charge of the District 18 Board is to serve out-of-school youth and adults, its leadership and services have had impact on the services of the total educational system.

Presently, District 18 staff are utilizing facilities in many secondary school buildings on a part-time basis. Also, many secondary staff members are teaching in the adult education program. As secondary schools work toward the establishment of vocational education programs in their schools, advisory committees are established. Several members of the District 18 staff are assisting such committees.

For the school year 1969-70, a contract was established between the secondary schools of Frederick, Grantsburg, Siren, and Webster, and the District 18 Board to provide training in machine trades for a limited number of students from these high schools. Classes are conducted in the small full-time facility at Grantsburg which has been used primarily for Manpower Development and Training classes.

Vocational and technical opportunities at the high school level, except in agriculture and home economics, have historically been quite limited in Wisconsin. As a result of recognizing the need to provide some high school youth with employment skills, and as a result of the stimulation provided by the Vocational Education Act of 1963, an agreement was developed between the State Director of Vocational, Technical and Adult Education and the State Superintendent of Public Instruction relating to their respective responsibilities.

JOINT STATEMENT OF COOPERATION

In Providing Vocational and Technical Education Opportunities by the Department of Public Instruction and the Wisconsin Board of Vocational, Technical and Adult Education

Vocational and technical education in Wisconsin is provided to Wisconsin citizens of high school age and older at two levels: at the high school level and at the post high school level. Local public school districts are primarily responsible for providing vocational education to high school age youth, and the vocational, technical and adult education area districts are responsible for providing vocational and technical education opportunities to post high school youth and adults. At the state level the Wisconsin Board of Vocational, Technical and Adult Education and the Department of Public Instruction have responsibility to guide development of vocational and technical education opportunities for citizens in the state.

The Wisconsin Board of Vocational, Technical and Adult Education and the Department of Public Instruction adhere to three reasons for providing vocational and technical education opportunities to individuals. These opportunities are offered on the basis that:

1) educational opportunities shall be provided for all people;
2) educational needs of people change as they continue through life; and
3) education for productive work is one of the primary needs of Wisconsin citizens.

The Department of Public Instruction supervises high school programs of vocational education offered in the context of the comprehensive high school curriculum. The Wisconsin Board of Vocational, Technical and Adult Education supervises vocational and technical programs offered to post high school youth and adults in area vocational and technical districts. Both the Department and the Wisconsin Board will continue to cooperate in their efforts to provide vocational and technical education opportunities of the highest possible quality to Wisconsin citizens.

(signed)	(signed)
William C. Kahl State Superintendent Wisconsin Department of Public Instruction	C. L. Greiber State Director Wisconsin Board of Vocational, Technical and Adult Education

September 25, 1968

A limiting factor to establishing effective vocational programs, in addition to finances and perhaps philosophy of the boards of education, is the relatively small enrollments in many of the high schools of District 18. There are several examples in the District of high schools cooperating to provide programs that could not be efficiently provided by either school independently.

The obstacles to complete cooperation between high school and post high school districts through the sharing of facilities and personnel are great; however, such an arrangement is not impossible. The possibility of providing optimum services to youth, as well as adults, can be further enhanced in the future by continued cooperation between the post secondary and secondary districts and through greater exploitation and development of joint relationships.

CHAPTER XIV

WBVTAE ENROLLMENTS AND PROJECTIONS

The Wisconsin Vocational Technical and Adult Education system faces a difficult challenge in the years ahead. This system, a national model for Vocational-Technical leadership, faces an increasing dual responsibility. The first responsibility is meeting the rapidly changing needs of a citizenry increasingly aware of the potential benefits of high quality vocational and technical education services. The second responsibility is providing adequate facilities and programs for the population increases facing the state, making them available to all geographic areas. This chapter will present data on actual and potential enrollments in the total WBVTAE system. The analysis of the data in this chapter has implications for long range planning of District 18.

Table 70 presents an analysis of enrollment by year of high school graduation. This data, drawn from the WBVTAE Fall Enrollment Report of 1968, relates several interesting facts. A total of 56.12% of the tuition enrollees from District 18 were June, 1968 graduates. This contrasts with a WBVTAE system-wide ratio of 30.94% of all new enrollees. Substantiation and clarification may be found in Table 70. First-time enrollees in all full-time programs make up 40.15% of the total enrollment in WBVTAE schools.

The number of high school graduates that will attend WBVTAE schools has been increasing as shown by the tables in this chapter. Projections by the Department of Public Instruction, and the Coordinating Council on Higher Education show (assuming continuing ratio of 72.6% of all new enrollments being previous June graduates) that by 1980, 16.51% of the high school graduating seniors will enter the WBVTAE system. The growth in the proportion of high school graduates attending the WBVTAE schools can be correlated with the continuing rise in the number of total high school graduates (until late 1970's) in the state. These two factors are main contributors to the projected growth (70.70% increase, 1968-1980) in the WBVTAE system.

The data presented in Table 71 compares the enrollments (only full-time in full-time programs) in the physical facilities of the 18 WBVTAE schools by geographical district. Note that 9 of the 17 districts had 1968 enrollments above 700 students, while 5 of the districts were below 400 students. The 1967-68 enrollments also show a rapid increase in vocational diploma programs (29.74%) compared to associate degree programs (8.94%). The cumulative change of all programs shows a 17.73% increase in the total WBVTAE system.

TABLE 70

State and Three Selected WBVTAE District High School Graduating Groups
Entering 1968 Fall Enrollment * at**
WBVTAE School Throughtout Wisconsin Throughtout Wisconsin

	Year of High School Graduation											
	Prior to 1961	1961	1962	1963	1964	1965	1966	1967	1968	Cumulative High School Graduates Enrolled in all WBVTAE Schools	1968 Public High School Graduates	% of June Public School Graduates That Attend WBVTAE Schools
Burnett	2						2	4	13	21	130	10. %
Polk	2				1	1	9	34	47	94	503	9.34%
Pierce	4			1	2	1	4	12	39	63	516	7.55%
St. Croix	2		1	4	1	3	2	19	43	75	523	8.22%
Total Dist. 18	10		1	5	4	5	17	69	142	253****	1672	8.49%
Approximate Total Dist. 3*	115	2	1	5	6	8	24	38	255	454	1976	12.9 %
Dist. 17**	82	2	11	13	13	25	54	181	253	634	2536	9.97%
State	4554	535	599	792	982	1367	2320	4655	7079	22,883	60,278	11.4 %

Source: WBVTAE, Fall Enrollment Report 1968-69 Year, Graduates by County of Origin, and Department of Public Instruction, Wisconsin's High School Graduates, Dec. 1968.

Note: June 1968 state high school graduates enrolled are only 30.94% of total fall WBVTAE 1968 enrollments. 11.74% of all state public high school graduates enroll in WBVTAE schools.

* District 3 includes parts of Crawford, Grant, Iowa, Lafayette, and Richland counties. Total county attendance is reported.

** District 17 includes geographical areas of Ashland, Barron, Bayfield, Douglas, Iron, Rusk, Sawyer and Washburn counties.

*** Includes full time and part time in Associate Degree and one and two year Vocational Diploma enrollees, but not apprentices.

**** Graduates Enrolled are Fall enrollments. This total remains about 9 less than total WBVTAE District 18 Tuition Students.

TABLE 71

Fall Enrollments of Full Time Enrollees Attending Schools Located in Geographic Areas of Wisconsin's WBVTAE** Districts for Fall 1967 and 1968

District	1967 Associate Degree	1968 Associate Degree	% Increase or Decrease	1967 Vocational Diploma	1968 Vocational Diploma	% Increase or Decrease	1967* Total	1968* Total	% Increase or Decrease
1	446	503	12.78	430	539	25.34	876	1042	18.94
2	348	522	78.16	461	302	-34.49	809	824	1.85
3	-	-	-	-	109	-	-	109	-
4	650	684	5.23	1033	1090	6.38	1683	1775	5.46
5	-	-	-	242	294	21.48	242	294	21.48
6	687	939	36.68	220	246	11.81	907	1185	30.65
7	356	305	-14.32	18	72	300.00	374	377	.80
8	239	204	-14.64	108	646	498.14	347	850	144.95
9	2251	2251	-	872	1048	20.18	3123	3299	5.63
10	161	183	13.66	185	258	39.45	346	441	27.45
11	217	335	59.37	191	250	30.89	408	585	43.38
12	615	660	7.31	254	258	1.57	869	918	5.63
13	325	331	1.84	286	446	55.94	611	777	27.45
14	-	43	-	231	291	25.97	231	334	44.58
15	698	639	- 8.45	191	250	30.89	839	889	5.95
16	-	-	-	12	71	491.66	12	71	491.66
17	125	101	-19.20	444	548	23.42	569	649	14.05
18	-	-		-			-	-	-
State Total	7068	7700	8.94	5178	6718	29.74	12246	144 18	17.73

College Transfer	1967	1968
4	311	557
9	1490	1641

* Does not include apprentices, and part time students enrolled in full time programs.

** Located by June 1, 1968, Wisconsin Board of Vocational, Technical and Adult Education (WBVTAE) District Boundaries.

Source: *Report of, Attendance Status of Students in Vocational, Technical, and Adult Schools, Fall 1967-68, Fall 1968-69.*

Table 72 presents the composition of the 1968 fall enrollees in the full-time programs. Of the total fall full-time enrollees, 40.1% are new enrollees, of which 74.8% graduated from high school the previous June. It can be seen that the majority of students in the WBVTAE system are not new enrollees. The larger schools in the system seem to have most of the students who are not new enrollees.

In 1968, 12.27% of the total WBVTAE system new enrollments in full-time programs were college transfer students. This group attended either in Madison or Milwaukee. The remaining 87% of new enrollees were split, with the associate degree receiving less of the total (37.11%) than the vocational diploma group (43.48%). This trend, indicated by Table 73 is predicted to continue, with the percentage of vocational diploma students increasing through 1971.

Table 74 shows that the number of high school graduates is predicted to increase only 10.27% from 1971 to 1980. During the same ten-year period, the new WBVTAE system enrollments are projected to increase by 50.21%. These two percentages, when correlated, show that the WBVTAE system is expected to attract increasing numbers of the state's high school graduates. According to the CCHE analysis of new students in the WBVTAE system, by recency of graduation, 72.6% of the total new fall enrollees, full and part time, are those who graduated from high school three months earlier. The percentage of 1980 projected high school graduates attending WBVTAE schools in the fall of 1980 shows that the WBVTAE system can count on attracting more of the increasing high school graduates. The total enrollment in all full-time programs is projected to increase 35.62% from 1971-1980. The increase of the same group from 1968-1980 is projected at 70.70%.

TABLE 72

COMPOSITION OF 1968 FALL ENROLLEES IN FULL TIME WISCONSIN BOARD OF VOCATIONAL TECHNICAL AND ADULT (WBVTAE) PROGRAMS

1968 State WBVTAE Total Enrollees	31,437
1968 State WBVTAE New Enrollees in Sept.	12,622
1968 State High School Graduates (June) that Attend State Vocational-Technical Schools in Sept. 1968	9,441
1968 State High School Graduates	69,247

Note: 30% of 1968 VTAE Fall full time school enrollments are from preceding June 1968 high school graduation

40.1% of 1968 VTAE school enrollments are new enrollees

13.6% of June 1968 high school graduates attended full time programs in Sept. 1968

74.8% of new enrollees in Fall of 1968 were high school graduates in June of 1968

*Based on 1968 percentages of WBVTAE enrollments, Page 2 of Source Document, CCHE No. 91, July, 1969.

TABLE 73

Program Composition of WBVTAE Total Fall Enrollments in Full Time Programs, 1967-1980

	Total Including New and Continuing Enrollees in Full Time Programs	New Enrollees in All Programs	% of New to Total	College Transfer New Enrollees	% of New College Transfer To Total	Associate Degree New Enrollees	% of New Associate Degree To Total	New Vocational Diploma Enrollees	% of New Vocational Diploma To Total
1967	27,960	10,878	38.90	1,462	13.43	4,437	40.78	4,628	42.54
1968	31,437	12,622	40.15	1,549	12.27	4,685	37.11	5,489	43.48
1969	35,297	13,252	37.54	1,628	12.28	4,916	37.09	5,995	45.23
1970	37,755	14,189	37.58	1,708	12.03	5,152	36.30	6,483	45.69
1971	40,261	15,026	37.32	1,772	11.79	5,340	35.53	6,934	46.14
1980	53,666	19,566	36.45	2,078	10.62	6,329	32.34	7,425	37.94

* Includes Apprentices

Note: Percentages do not equal 100% due to exclusion of apprentices in analysis of 3 programs

Note: In 1968, 74.8% of new Fall enrollees were June 1968 high school graduates, 13.9% were June 1967 high school graduates, remainder of new enrollment was from previous high school graduation.

Source: CCHE #91, July 1969, State Wide Estimates and Projections of College Transfer, Associate Degree, Vocational Diploma and Apprenticeship Enrollments Vocational-Technical-Adult Schools.

TABLE 74

Wisconsin High School Graduates and WBVTAE Enrollments 1964-1980

Year	Total High School Graduates	% of Increase	New Vocational Technical Enrollments	Fall % of Increase	Total Vocational Technical Enrollment	Fall % of Increase
1964	57,536		--		15,504	
1965	68,748	+19.98%	--		18,435	+18.90%
1966	66,518	- 3.24%	--		19,584	+ 6.23%
1967	68,426	+ 2.86%	10,878		27,960	+42.76%
1968	69,247	+ 1.19%	12,622	+16.03%	31,437	+12.43%
1969	73,125*	+ 5.60%	13,252**	+ 4.99%	35,084**	+11.60%
1970	74,782*	+ 2.26%	14,189**	+ 7.07%	37,110**	+ 5.77%
1971	77,977*	+ 4.27%	15,026**	+ 5.89%	39,568**	+ 6.62%
1980	85,992***	+10.27%	19,566**	+50.21%	53,666**	+35.62%

Note: All vocational technical figures include full and part time enrollees in all full time programs, including unclassified, apprentices, vocational diploma, associate degree, and college transfer for 1964-1968, excluding apprentices 1964-66.

* Projections done by DPI

** Projections done by CCHE

*** Projection by DPI, based on 91% of 1962 Live Birth

Source: CCHE Document #91 and WBVTAE Document 10/21/68

Note: 24.18% total increase in high school graduates 1968-1980

Note: 55.01% total increase 1968-1980 new vocational technical fall enrollees

Note: 70.70% total increase 1968-1980 total vocational technical fall enrollees

In summary, indications are that the WBVTAE system may face the following changes:

(1) The ratio of June graduates enrolling in the WBVTAE system is expected to increase from 13.6% to 16.51% during the period 1968-1980.

(2) The new enrollments in the WBVTAE system will increase 55.01% from 1968 to 1980.

(3) The total enrollments in the WBVTAE system will increase 70.70% from 1968-1980.

(4) The ratio of vocational diploma students to other students in the WBVTAE system will increase from 43.48% in 1968 to 46.14% by 1971.

CHAPTER XV

ANTICIPATED ENROLLMENTS AND CURRICULUM OFFERINGS

The purpose of this chapter is to present anticipated enrollments and potential curriculum offerings should the District decide to build a facility. The chapter has been developed in three parts: (1) anticipated enrollments for full-time programs, (2) anticipated enrollments for part-time programs, and (3) a discussion of possible curriculum offerings.

Any discussion of anticipated enrollments in full-time programs in District 18 must recognize the District as it now is. The District at present does not have a facility serving full-time students except for a very limited rental facility in Grantsburg. This facility has been used for the training of adults with funding through the Manpower Development and Training Act. Further discussion in this chapter will be with the assumption of the building of a facility in the District, whether this becomes fact or not.

Several reasons are suggested that would encourage students to attend a school in District 18 if it were provided. The factors often apply both to prospective students within and contiguous to District 18. Expenses involving tuition, room and board, and travel are all important to the students. This is true for present tuition students from District 18 and to those from nearby counties who might be attracted to the new facility. Travel, of course, is not just a monetary question, but one of time and convenience. While such programs as Practical Nursing, MDTA, and Agriculture will attract District 18 students to a new District facility, many of them probably would not travel substantial distances to attend the same programs in other districts. An aggressive leadership coupled with a complete and varied program would also attract many enrollees. The possibility of development of specialized courses could potentially attract students on a statewide basis. Psychological reasons for attendance also enter in. The disadvantaged student with limited experiences may find it much more comfortable to attend a program nearer home. The physical presence of the building might attract still others.

The numerical analysis of Chapter XV will project potential enrollments, based on present programs and students. Several methods of analysis will be undertaken, including the following:

1. Analysis of potential enrollees based on 1968 tuition students by program.
2. Projection of potential enrollees made by the District 18 staff.
3. Analysis of potential enrollees based on occupational choice as indicated by the Ohio Vocational Interest Survey.
4. Analysis of potential enrollees based on state averages.

The first analysis of potential enrollees is based on the relationships between the 1968 tuition students, and their program choices. There were 262 tuition students in the Fall of 1968 from District 18 enrolled in a number of curriculums, some of which could be made available in District 18. Table 75 contains a listing of those broad curriculum areas which are considered potential offerings of District 18. At present, there are 160 students enrolled in these offerings in other districts.

TABLE 75

PRESENT STUDENT ENROLLMENTS IN POTENTIAL CURRICULUM OFFERINGS

Curriculum Offerings	Enrollees
Trade and Industrial	78
Health Occupations	10
Business and Marketing	63
Agriculture	9
Four Program Total	160

Other Programs – 102
Total Tuition Students – 262
Ratio of four program students to total tuition students 61%.

It is reasonable to believe that student interest in these broad curriculum areas will continue, and at least 160 students would enroll in these areas in 1972 if they were offered in District 18. This assumes capable administration, instruction and other elements of the educational process. A conservative estimate would be that 75% of those who would find it advantageous to attend would actually enroll at the District 18 facility. Therefore, 75% of the subtotal 160 equals 120 students as one of the main groups that would attend. (Assumption: District 18 will be primarily one-year and two-year vocational programs.) It should be noted that the conservative estimate of 120 excludes potential students who for a variety of reasons did not seek education outside of their own area.

The second analysis of potential enrollees is based on a projection made by the District 18 staff. The assumption is that the facility will offer one and two-year vocational diploma courses.

TABLE 76

STUDENT ENROLLMENT PROJECTIONS BY PROGRAM AREAS*

Program	Student Enrollment Projections			
	1972		1980	
Program Area	Low	High	Low	High
Trade and Industry				
Machine Tool Operation	12	16	19	26
Power Mechanics	15	20	21	32
Airframe and Power Plan Mechanic	12	14	19	23
Welding and Metal Fabrication	8	10	13	16
Drafting	12	14	19	23
Health Occupations				
LPN	25	30	40	48
Para Medical Assistant	12	24	29	38
Business and Marketing				
General Clerk	22	28	35	45
Account Clerk	12	18	19	29
Agriculture				
Agricultural Mechanics	12	18	19	29
Production Agriculture	35	50	35	50
TOTALS	183	242	268	359

*Projections made by District 18 staff.

The third analysis of potential enrollees is based on the OVIS (see Chapter IX) administered in 1969 to the seniors and sophomores of the District 18 schools. The OVIS was directed at the selection of a vocational program choice by the two groups of students. The amount of interest indicated by the students is presented below:

TABLE 77

STUDENT INTEREST IN VOCATIONAL-TECHNICAL EDUCATION

Grade	Number of Students	Total Students in Grade	Percent of Interest
12	303	1607	18.85%
10	315	1889	16.67%

In addition to the students who indicated interest in vocational and technical education specifically, as shown in Table 77, a number of students selected occupational areas which make them potential enrollees in vocational programs. For example, apprentices would be enrolled in related instruction. For the categories of nursing and business, there was no indication of level of occupation. Some may choose training of one or two years rather than baccalaureate level.

TABLE 78

STUDENT INTEREST IN VOCATIONALLY RELATED AREAS

Grade Grade	Area of Interest	Number of Students in Area of Interest	Total Students in Grade	Percent of Interest
12	Apprentice	96	1607	5.97%
12	Business	33	1607	2.05%
12	Nursing	39	1607	2.42%
10	Apprentice	78	1889	4.12%
10	Business	88	1889	4.65%
10	Nursing	46	1889	2.43%

The fourth analysis of potential enrollees is based on the direct application of present and estimated future state projections of growth. This analysis assumes that the construction of a facility in District 18 will encourage students to attend in District 18. It is further assumed that the students in District 18 will attend in the same proportion as the state average. The potential enrollment at a District 18 facility in 1980 is calculated by the following method:

TABLE 79

POTENTIAL ENROLLMENT IN 1980 (CALCULATION METHOD)

Number of WBVTAE 1980 New Enrollees	(1)	19,566
Percentage of 1968 New Enrollees that are June 1968 High School Graduates	(2)	72.6%
Total 1980 Estimated June H.S. Grads Attend WBVTAE System	(3)	14,204
Total 1980 Projected June H.S. Grads	(4)	85,992
Percentage of H.S. Grads in 1980 that Attend WBVTAE System	(5)	16.51%
District 18 1980 H.S. Grads	(6)	2,021
Total District 18 1980 June H.S. Grads Estimated to Attend WBVTAE System	(7)	334
Percentage 1968 June Grads are of 1968 Fall District 18 Tuition Students	(8)	56.12%
Total District 18 Students in 1980 Expected to Enroll in WBVTAE Programs	(9)	595
Percentage of Estimated 1968 Tuition Students that District 18 Could Provide Services for in 4 Program Areas	(10)	61.07%
Total District 18 1980 Enrollment in Full-Time Programs	(11)	363

Source of Data

(1) CCHE No. 91, July 1968, p. 17.
(2) CCHE No. 91, July 1968, p. 2
(3) Line 1 times line 2.
(4) Table 74
(5) Line 3 divided by line 4.
(6) Table 15.
(7) Line 5 times line 6.
(8) Table 70.
(9) Line 7 divided by line 8.
(10) Table 75.
(11) Line 9 times line 8.

The second section of this chapter deals with anticipated enrollments in part-time programs. The assumption used is that the total enrollments in part-time programs will grow in direct proportion to the total population. The projected percentage of increase in population for the District 18 area, (computed from Department of Rural Sociology data, Table 80) from 1970 to 1980, is 2.58%.

The 1968-69 enrollment in part-time programs was as follows:

TABLE 80

1968-1969 ENROLLMENT IN PART-TIME PROGRAMS

Agriculture	363
Business Education	648
General Education	1264
Health Occupations	509
Home Economics	1494
Trade and Industry	1110
Total Enrollment in All Part-Time Programs	5388

The projected 1980 part-time enrollment would be the 1968-69 part-time enrollment plus the expected District 18 percentage of population increase (2.58%). The total 1980 part-time enrollment is projected to be 5388 x 2.58% (139) or 139 plus 5388 = 5527.

Curriculum Offerings

An important consideration in determining whether or not it is feasible to build a school is the identification of potential curriculum offerings. It is not the purpose of this study to provide final judgments relating to curriculum offering but rather to point out those that deserve further consideration and would seem to be needed for the District.

In considering program areas a number of factors are involved: (1) potential student interest, (2) employment opportunities, and (3) feasibility for staff and financing.

The study director asked the District 18 staff to develop a list of programs that they believed could be offered if a school were built. The developing of the list was not taken lightly, and is based on the occupations for which their tuition students are in training, interest shown through the Ohio Vocational Interest Survey, and in the case of several programs, a rather detailed study of the occupational area.

Following is the list of program areas as developed by the District 18 staff.

Those marked with an asterisk are one-year programs proposed for initial offering.

Trade and Industry

- *Machine Tool Operation
- *Power Mechanic
- *Airframe and Power Plant Mechanic
- *Welding and Metal Fabrication
- *Drafting

Health Occupations

- *Licensed Practical Nurse
- *Para Medical Assistant

Business and Marketing

- *General Clerk
- *Account Clerk

Agriculture

- Agriculture - Business
- *Agriculture Mechanics
- *Production Agriculture
- Dairy Husbandry

Several of the proposed areas have come under a very detailed study, namely, health occupations and agriculture. In the case of health occupations the need for training is very apparent, however, there appears to be restraints to moving toward a solution of the problem. In the case of agriculture, the question is not clear relating to the participation of senior colleges in the providing of less than baccalaureate programs. A very limited study was made of the need in airframe and power plant mechanics training programs, which is discussed in a later part of this chapter. Other curriculum areas in trade and industrial education and those in business and marketing have more obvious need. However, this is not to suggest that there is no need for some further study prior to program establishment.

Health Occupations

Health occupations course offerings of vocational, technical, and adult educational institutions are of specific concern because the demand for medical and other health services continue to increase, which has resulted in a critical shortage of sufficiently trained health personnel. In order to propose program recommendations, information was gathered regarding existing health facilities of the area, health occupations employment needs, present program offerings in District 18, and available staff personnel to teach courses in the health occupations area.

Existing Health Facilities

Available beds number 1726 for a total population of 97,584. The total number of beds is a misleading figure, for only 405 of this total are hospital beds. Nursing homes and psychiatric hospitals account for 1321 beds. A survey of construction in progress at the present time, or proposed by 1971, indicated the addition of seventy-two hospital beds and 264 nursing home beds.[1]

The table showing existing health facilities as well as all other tables in this section of Chapter XV were derived from material contained in the report of Marilyn McCarty and Patricia Soderberg.[2]

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[1] Marilyn McCarty and Patricia Soderberg, ADVOTECH DISTRICT 18, Health Occupations: Past, Present, and Future, July, 1969, pp. 10-11.

[2] Ibid., pp. 1-77.

TABLE 81

EXISTING HEALTH FACILITIES

	Hospitals		Nursing Homes		Combined Hospitals Convalescent Homes		Psychiatric Hospitals	
County	Number	Beds	Number	Beds	Number	Beds	Number	Beds
Burnett	1	31	3	77	---	---	---	---
Pierce	1	29	5	241	2	128	1	26
Polk	3	136	4	318	1	51	---	---
St. Croix	2	76	5	272	1	131	1	210
TOTALS	7	272[a]	17	908	4	310[b]	2	236

[a] Total Hospital Beds – 405

[b] 177 Nursing Home Beds
133 Hospital Beds

Total Patient Beds – 1,726

TABLE 82

1974 PROJECTED AVAILABLE BEDS

County	Hospitals	Nursing Homes	Combined Hospitals Convalescent Homes	Psychiatric Hospitals
Burnett	---	53	---	---
Pierce	---	100	37	26
Polk	81	---	---	---
St. Croix	30	106	---	---
TOTALS	111[a]	259	37[b]	26

[a] Total Projected Hospital Beds – 115

[b] 33 Nursing Home Beds
4 Hospital Beds

The following health facilities have obtained or are considering joint commission accreditation. These facilities are important as places of employment, but also as potential places of training students in health occupation's classes.[3]

TABLE 83

JOINT COMMISSION ACCREDITED

Hospitals

Holy Family Hospital, New Richmond
Apple River Valley Memorial Hospital, Amery
Ladd Memorial Hospital, Osceola
St. Croix Valley Memorial Hospital, St. Croix Falls

Combined Hospital and Nursing Home

Hudson Memorial Hospital and Nursing Home
St. Joseph's Hospital and Nursing Home, River Falls

TABLE 84

HOSPITAL AND NURSING HOMES CONSIDERING JOINT COMMISSION ACCREDITATION

Hospitals	Nursing Homes
Baldwin Community Hospital	New Richmond Nursing Home
St. Croixdale, Prescott	River Falls Nursing Home Golden Age Nursing Home

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[3] Ibid., p. 17.

Health Occupation Employment Needs

During 1969, two surveys were conducted in District 18 to determine health occupation needs. One survey was conducted by the Wisconsin State Employment Service and the other by the Health Occupations staff of District 18 to determine present part-time and full-time employment of registered nurses, licensed practical nurses, and nursing assistants. This information was considered to be helpful in future program planning.[4]

TABLE 85

CURRENT DISTRICT 18 EMPLOYMENT IN HEALTH OCCUPATION AREAS

	R.N.		L.P.N.		N.A.		Totals	
	Full	Part	Full	Part	Full	Part	Full	Part
Hospitals	40	44	22	24	77	76	139	144
Nursing Homes	21	21	26	21	133	140	180	182
Combined Hospital and Convalescent Home	35	27	7	9	66	57	108	93
Public Health	11	6	0	0	15	0	26	6
Psychiatric	2	5	2	1	5	41	9	47
TOTALS	109	108	57	55	296	341	462	472

R.N. - registered nurses
L.P.N. - licensed practical nurses
N.A. - nursing assistants

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[4] Ibid., pp. 21-23.

The 1969 surveys gathered information about existing job openings for registered nurses, licensed practical nurses, and nursing assistants. A distinct need for trained personnel was found.[5]

TABLE 86

TOTAL OPENINGS FOR NURSES, 1969

		R.N.	L.P.N.	N.A.	TOTAL
WSES	February, 1969 Survey	64	52	112	228
District 18	June, 1969 Survey	66	58	115	239

R.N. - registered nurses
L.P.N.- licensed practical nurses
N.A. - nursing assistants
WSES- Wisconsin State Employment Service

Results of the February, 1969, Wisconsin State Employment Service survey of occupational needs in District 18 indicated a definite need for trained manpower in the health occupations during the next five years. In projecting these figures, respondents considered their present lack of trained personnel, average turnover rates, increasing demands of their communities for trained, skilled health care and future construction and expansion plans. The respondents were *not* asked to differentiate part-time and full-time projected manpower needs. Results indicated the greatest needs for trained health workers in District 18 occur in the following health occupations:[6]

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[5] Ibid., pp. 21-23.

[6] Ibid., pp. 24-25.

TABLE 87

PRESENT AND PROJECTED MANPOWER NEEDS IN HEALTH OCCUPATIONS

Occupation	1969	1971	1974	Total
Nursing Assistant	112	150	173	435
Registered Nurse	64	78	95	237
Licensed Practical Nurse	52	54	78	184
Dietary Assistant	33	53	56	142
Hospital Maintenance and Housekeeping	26	47	53	126
Ward Secretary	16	26	26	68
Medical Secretary and Office Personnel	10	11	14	35
Occupational Therapy Assistant	5	13	18	36
Medical Records Assistant	4	3	6	13
TOTALS	322	435	519	1276

Present Program Offerings of District 18

The report of McCarty and Soderberg stated that requests for information about licensed practical nursing and other health occupations programs are received almost daily. These inquiries are from high school students, college students, young married women with young children, young unmarried women and men undecided about their future, middle aged and older married women, and others. An increased interest in health careers has also been noted at high school Career Days. "There seems little doubt that adult interest would be overwhelming if a local program were available."[7]

Other than offerings of District 18, the closest program for licensed practical nurses and nursing assistants is at Superior which is a distance of 125 miles from New Richmond. The next closest programs are 140 and 160 miles away.

In District 18 nursing assistant classes have been the major emphasis of the Health Occupations staff since the first district class was offered in October, 1967. Since the first class, there have been 326 students who benefitted from the program. Also included in the course offerings have been a registered nurse refresher course, a licensed practical nurse refresher course, speech and hearing institutes, supervisory training courses, a course entitled "understanding today's health care," and first aid classes.[8]

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[7] Ibid., p. 38.

[8] Ibid., pp. 40-43.

A follow-up study of the 141 students from 12 nursing assistant's classes was conducted by the Student Services Division of District 18 in November of 1968. Results showed that 64 of the 86 responding to the survey were presently employed. Fourteen of those not employed either entered college, changed residence which caused them to leave employment, or left because of family plans. It is interesting to note that 78 of the 86 were employed as nursing assistants at class completion, a fact which points out the need in the health occupations area.

Available Staff

Competent qualified faculty members are a determining factor in the establishment of any training program. District 18 has developed a core group of twenty full and part-time instructors who have been teaching nursing assistants and other workers throughout the four-county district for the past two years. The majority of them are registered nurses, two have a master's degree, four a bachelor's degree, and six have a diploma plus some teaching experience.[9] This group of 20 persons appears to be stable and available for future course offerings. It seems that both the need and the staff are available.

Special Review

The development of training programs in the health area involves complexities not faced in other fields. In view of the needs identified for health workers and the enthusiasm of the District 18 staff it seemed appropriate to consult with one or more outside experts to consider the feasibility of developing programs.

Miss Helen K. Powers, Program Officer, Secondary and Post-Secondary Programs and Health Occupations, U.S. Office of Education, Washington, D.C. and Miss Glee Saunders, Program Officer Chicago Regional Office, U.S. Office of Education were invited by the Study Director to review the feasibility of establishing health occupations training programs in District 18. Following is their report reproduced in total:

Report on Developing Health Occupations Education in District 18 in Wisconsin

> **Introduction.** On July 23 and 24, 1969, a site visit and review of the four-county area comprising District 18 was conducted at the request of Dr. Merle Strong, Professor of Educational Administration, University of Wisconsin. Dr. Strong is Director for the Project to Assess Vocational and Technical Education Needs in District 18 and the feasibility of establishing a Vocational and Technical Education facility in the District.

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[9] Ibid., pp. 53-54.

The purposes of this site visit were to make an appraisal of the health industry located in the four counties; to assist local vocational education officials in reviewing and interpreting data pertaining to health occupations education; and to make recommendations and suggestions to the Project Director for inclusion in the feasibility study report to the District 18 Board of Vocational, Technical and Adult Education.

This report is based on information obtained in conferences and interviews with persons representative of health services and agencies in the area, on visits in selected health agencies, and on surveys that had been conducted prior to the site visit.

The members of the visiting team express appreciation to the District 18 staff who provided assistance throughout the visit.

District 18, comprising the four counties — Burnett, Polk, St. Croix, and Pierce — has considerable potential for development of Vocational and Technical education in the field of health occupations.

Population in the area totals nearly 86,000 with an in-school population of 23,000 (K-12). Apart from the personnel needs of small business, light industry, some agriculture, and public services, the people commute to the nearest urban centers for employment, primarily to Minneapolis and St. Paul.

Health services are provided in seven general hospitals, 16 nursing homes, two psychiatric facilities, and four combination facilities operating both hospital and convalescent services. These 29 institutions have a combined total of 1726 patient beds, with planned expansion by 1974 to 2151 beds.

Current surveys of needs for health personnel in the four counties revealed openings for 66 RN's, 58 LPN's, and 115 nursing assistants. In view of expansion planned, an estimated 1330 additional persons, trained at the post-secondary level, but below baccalaureate, will be needed by 1974.

Lack of training opportunities in the area contributes in some measure to the exodus of youth and adults to metropolitan centers and to out-of-state training facilities. Legislation to provide reciprocal tuition agreements between Minnesota and Wisconsin has been passed (not signed as yet) in Minnesota to cover the influx of youth from out-of-state who are seeking vocational programs.

Recommendations and Suggestions

1. In the event that the overall study recommends the establishment of an area school in District 18, a department for Health Occupations curriculums should be planned as an integral part of the school.

2. Further exploration should be made into the feasibility of a cooperative effort between other school districts and District 18 whereby students in post-secondary health curriculums could be exchanged for periods of training. For example, students desiring to become licensed practical nurses might receive part of their training in an urban area and part in this rural area. Thus, students from urban areas would benefit from learning to care for the sick in rural situations, while rural students would have access to programs otherwise not possible in their district.

3. Consider establishing a demonstration program for three years to test the feasibility of establishing an on-going program in District 18.

4. Develop "core" and cluster programs in selected secondary schools to introduce youth to health careers and prepare them for entry-level employment.

5. Explore the feasibility of establishing a two-year mental health technician program to serve the community health agencies and the two psychiatric institutions.

6. Allocate Vocational monies for local plans to serve youth, especially the disadvantaged, by assisting them to enter programs in other districts. Supplement with student aid, counseling, etc. programs.

7. On the basis of information provided in the data book prepared by District 18 and from the site visits, a

minimum list of program offerings that are needed now would include:

- nursing assistant training, both in-school and adult programs
- a health-occupations "core" for high school students and for out-of-school adults
- training for medical records technicians, clerks, and assistants
- training for doctor's office assistance
- health aide training
- child care aide training
- Others: Explore the possibility of training mental health technicians, licensed practical nurses, and occupational therapy assistants, and upgrading, refresher, and retraining programs for employed health workers.

While continuing programs would not be necessary in all the above, a sufficient number of curriculums to justify a year-round program would be needed at all times.

(Signed)

Helen K. Powers
Program Officer
Secondary and Post-Secondary
Programs and Health Occupations
Education

Agriculture

In a position paper submitted to the Coordinating Council for Higher Education (CCHE) by the Wisconsin Board of Vocational, Technical and Adult Education, the statement was made that the Board "has always taken the position that its function is to promote and supervise the development of part-time and adult courses for those who had dropped out of school or, in earlier years, did not attend high school and, in recent years, for those who have completed high school."[10] Definitions stated in this paper were as follows: (A) Vocational education emphasizes the acquiring and using of skills, and (B) technical education typically requires greater understanding, more depth of training and a more rigorous selection of courses.

Another paper submitted to the CCHE Committee on Agricultural Education proposed the idea that the University of Wisconsin, the

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[10] Position paper, September 4, 1968.

State Universities at Platteville and River Falls, and the Wisconsin Board of Vocational, Technical and Adult Education provide mutual support in their respective functions, that they abstain from duplicative effort, and that their individually unique services be extended particularly to expedite the function of the others in providing a more efficient and comprehensive agricultural education service to the people of Wisconsin. Further stated is the position that "the Vocational, Technical and Adult Education system shall have the primary agricultural education mission of providing vocational and technical skill training."[11]

All post-secondary vocational-technical programs eventually are to be under the Wisconsin Board of Vocational, Technical and Adult Education system.

> New programs or additional offerings in the area of vocational-technical agricultural education are not to be developed by agencies other than the Wisconsin Board of Vocational, Technical and Adult Education. Plans should be formulated to transfer existing vocational-technical programs presently outside the Wisconsin Vocational, Technical and Adult Education system to that system.[12]

It is the position of the Board of Vocational, Technical and Adult Education, that program development of less than baccalaureate degree should be the responsibility of this Board and the University of Wisconsin Extension Division.

The need for an extensive vocational and technical education system has enlarged due to the drastic changes in the field of agriculture since World War II. Farming was the mainstay of yesterday's concept of agriculture; however, today it is only a small part of the nation's largest industry. The agricultural industry includes persons engaged in producing or providing services for the various agricultural enterprises. It has been suggested that eleven people are employed to handle and market the products produced by six farmers, and that for every farmer seven additional persons are employed to provide the supplies, i.e., feed machinery, fuel, fertilizer, etc., that are required by the production unit.[13]

Many businesses and industries can serve agriculture better if particular positions are staffed with men and women trained in agriculture. Agri-business firms are searching for persons so trained. Recent statistics indicate that the number of career opportunities for young men and women trained in the agricultural sciences greatly exceeds the supply. On a national basis, jobs outnumber qualified candidates by the 2.5 to 1. In the midwest the ratio is approximately three positions for every qualified applicant. Thus there exists a definite need for persons trained in the agricultural sciences.

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[11] Paper for review by CCHE Committee on Agricultural Education, no date listed.

[12] Paper for review by CCHE Committee on Agricultural Education, no date listed.

[13] From position paper prepared for CCHE by College of Agriculture, Wisconsin State University, River Falls, p. 1.

In February, 1969, a group of individuals representing the Wisconsin Board of Vocational, Technical and Adult Education visited District 18 to assess existing conditions. The official report stated that there had been "a fine outreach program developed in agriculture".[14] Three full-time Young and Adult Farmer instructors and nine high school agriculture instructors serve about two hundred farmers.

In addition to the outreach program developed in District 18, a new program in production agriculture is expected to begin in January, 1970. This one-year program, established for veterans, has 53 potential enrollees. Instructional offering will consist of 12 class-hours per week.

The following areas of study seem to be logical offerings to be considered when establishing an agricultural curriculum for a particular vocational-technical district. Specific offerings decided upon will naturally represent those needs, desires, and facilities of that district.

1. Horticulture
2. Agricultural Finance
3. Forestry
4. Food Manufacturing
5. Farm Machinery Partsman
6. Farm Machinery Salesman
7. Farm Building
8. Materials Handling
9. Dairy Equipment
10. Feeds
11. Seeds
12. Farm Supply
13. Chemicals and Fertilizers
14. Agricultural Marketing
15. Agricultural Mechanics
16. Dairy Farm Operator
17. Water Management
18. Rural Recreation
19. Veterinary Hospital Technician
20. Fish and Game Management
21. Soil Conservation
22. Farm Management

Special notation should be given to the two-year curricula of River Falls. The initial two-year curriculum was introduced in 1962 and presently includes the following:[15]

Ag Chemicals
Ag Engineering Technician
Ag Machinery Service
Ag Sales and Service
Animal Production
Farm Management
Horticultural Services
Mechanized Farming
Plant and Seed Technology
Resource Conservation
Soil Technology

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[14] District 18, *Team Visit Report,* WBVTAE, February, 1969, p. 11.

[15] (a) Position paper prepared for CCHE by College of Agriculture, Wisconsin State University, River Falls, p. 5.

(b) Also see pages 7 and 31 of the 1969-71 catalog of Wisconsin State University, River Falls.

Stated in the position paper is the fact that "these programs have been designed to provide the student with training which will enable him to secure employment after two years of college level work."[16] Since there was a demand for this type of training, River Falls implemented the program to meet the needs of a geographical area. It would seem logical, then, that if this need were met through offerings of a vocational-technical institution, River Falls would no longer be concerned with offering courses of less than baccalaureate level.

Another area of concern relates to Extension. A delineation of purpose for both Extension and vocational-technical institutions might be meaningful as well as suggestive of cooperation between the two areas. Since the Board of Vocational, Technical and Adult Education is to supervise in this area, there may be a need to decide which courses might be offered by a vocational-technical institute and which should be offered through Extension.

Airframe and Power Plant Mechanics Training

A limited study of the need for aircraft mechanics was conducted by a staff member of District 18.[17] Interest in such a study was prompted by Champion Aircraft which is located within the District.

Following are the conclusions reported in the study.

1. The growing shortage of A & P mechanics in the Upper Middle West shows that it is justifiable to add an aviation oriented curriculum to the offerings of District 18.

2. The present demands for trained personnel in aviation and the measurable trends reflect a continuing demand for such a working force.

    a. Local employers within the one hundred mile radius show a need for 1184 A & P mechanics during the next five years.

    b. The Federal Aviation Agency at the General Aviation District Office in Minneapolis would welcome another aviation training institution to provide instruction for potential employees.

    c. The Aeronautics Commission of Minnesota expresses the need for more A & P schools in the area. Their schools have long waiting lists of students, cannot fill present vacancies, and do not have room to expand their present facilities.

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[16] Position paper prepared for CCHE by College of Agriculture, Wisconsin State University, River Falls, p. 5.

[17] Russell C. Reinhardt, *Report on Aviation and Technical Training,* August, 1969.

d. The Aeronautics Commission of Wisconsin stated that there is a need for A & P mechanics in every area of their state.

e. The Federal Aviation Agency at the General Aviation District office in Milwaukee, which controls all of Wisconsin except the northwest corner, states that A & P mechanics are in demand throughout the state, with as many as from ten to twenty thousand needed in the future to fill in-state and out-of-state needs.

f. The Iowa Aeronautics Commission advised that they have four A & P schools operating in their state, three of which are vocational and one high school. (Interesting facts from this source are: (1) one of the Iowa schools has a contract with two major airlines for all their students upon graduation; (2) many of their students from other schools take jobs in industry before graduating, due to the great demand.)

3. Geographically, the A & P schools in Wisconsin should be located evenly throughout the state. Minnesota and Iowa have done this far better than Wisconsin, where three schools are crowded into one corner of the state. Also, a look at aviation route facility charts for the northern area of Minnesota, Wisconsin, and Michigan shows that Wisconsin has few facilities compared to the other two states, and has spent less effort to develop and improve existing airports and electronic facilities in the northern section of the state.

4. Geographically, also, the area is close to a great metropolitan center with a large aviation industrial complex, which is at present planning a multi-million dollar expansion program.

5. The only aircraft manufacturer in the state of Wisconsin, Champion Aircraft Corporation of Osceola, is in District 18, and this plant is also planning a large expansion program.

6. A large supply of rural youths, who make excellent trained aviation technical people, makes the area a logical location for such a school.

7. A & P training in vocational schools meets other needs outside of aviation, such as metal fabricating, sheet metal, welding, electronics and avionics, machinists, internal combustion reciprocating engines, and turbo and jet engines.

Summary

This chapter has dealt with anticipated enrollment and potential curriculum offerings. Both are critical to the decision of whether or not a school should be built in District 18. Since potential enrollments are dependent to a large degree on the breadth of curriculum offerings, it was necessary to project possible offerings.

In order to serve a maximum number of students within the District, curriculum offerings must be broad. However, with the somewhat limited student base, it will be necessary to guard against establishment of programs that will not attract large enough enrollments to support them.

Projections would indicate that if a school were to be built, it could expect to attract approximately 350 students. This figure is based on the assumption that programs be developed in agriculture, business and distributive occupations, health occupations, and in trade and industrial occupations.

CHAPTER XVI

MAJOR FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

In introducing this chapter, it would seem appropriate to point out that in previous chapters the staff has attempted to report only data and facts as they exist, with some limited analysis. Another important set of data consists of the conclusions reached by the study staff, based on the expertise of the group. Particularly relevant are their opinions based on professional training and experience in other but similar educational settings. Conclusions drawn are undoubtedly affected by past professional experience and by discussions and influences not easily captured for reporting purposes.

In this chapter, certain summarizations of data from previous chapters will be made. The conclusions drawn are considered relevant to the major decisions to which the study addresses itself.

It was not the primary purpose of this study to evaluate current operation of program in District 18, however, some latitude will be exercised in pointing out strengths and weaknesses as viewed by the study group.

Major Findings

Physical Background

District 18 includes the western-most Wisconsin counties of Burnett, Polk, St. Croix, and Pierce. This is a very sparsely populated area with a total population of 87,000 showing a decrease in Burnett and Polk counties, and an increase in St. Croix and Pierce counties. The concentration of population is moving from rural to urban areas. District boundaries are approximately 115 miles from north to south and 30-35 miles east to west. There are no major population centers in the district, although Minneapolis-St. Paul is approximately 15 miles to the west, Superior approximately 35 miles to the north, Eau Claire approximately 30 miles to the east, and LaCrosse approximately 70 miles south.

Total equalized valuation for the District for the 1969 tax levy was $490,841,900, primarily on residential property. The entire District, particularly in the north, is heavily agricultural and forestry oriented with St. Croix and Pierce counties including some recreational activity and a small amount of industry. The area is increasingly coming under the influence of the Minneapolis-St. Paul metropolitan area.

Aspects of Population

Total District Population. Population changes vary within and between the four counties of District 18 with a slower total growth factor than either the nation or state as a whole. Pierce County was estimated to have the greatest potential growth with an increase of 43.7% by 1990. St. Croix County is expected to have somewhat lesser growth than Pierce; Polk County should remain quite stable; Burnett County indicates a potential decrease of 26.26% in the same period of time. Live birth rates within the total district show a decline of 22.74%.

There is a high proportion of people over 65 in the District. There is also a lower proportion of people over 25 than the state average who have graduated from high school. A sizable minority-group population exists in the northern two counties.

Mobility of Population. Few residents from District 18 travel to other areas of Wisconsin for employment, but a substantial number do commute to Minnesota for work. Approximately 10% of the respondents to the household survey had moved into the District during the past two years, most to St. Croix County, and better than 50% from outside the state. Many, however, continue to be employed out of the state.

Present Vocational Education Programs

There are presently vocational-technical programs offered at twenty-two of the high school districts encompassed by District 18. All but two have offerings in agriculture, office and/or clerical practice is offered at three, power mechanics at four, home economics and food service at two, drafting at two, and metals at one.

District 18 lists ninety-five different courses in the major curriculum areas of Trades and Industry, Health Occupations, General Education, Business, Distributive, Agriculture, and Home Economics. There are currently no full-time programs offered by District 18, however, part-time programs are offered at various locations throughout the District. In addition, there is a machine operator training program under MDTA, apprenticeship instruction for plumbing, aircraft mechanics, and electrical line work, and an extension course for nursing assistants. Local and outside agencies in District 18 sponsor a number of adult general education programs.

Two hundred sixty-two District 18 residents presently attend VTA schools outside the District and have their tuition reimbursed by District 18. Most of the students attend VTA schools in Superior, Rice Lake, and Eau Claire. Both diploma and associate degree offerings are available to these individuals. Minnesota counties adjacent to District 18 offer a wide selection of job training programs, and District 18 residents may attend these programs provided they pay tuition based on the per pupil costs of the school. While tuition reimbursement from the residents' vocational district is not now available, there is a bill before the Wisconsin legislature which would permit out of state reimbursement.

Interest in Vocational and Technical Education

Of the June public high school graduates from District 18, 8.49% attend WBVTAE schools. First-time attendance in VTAE includes approximately 66% of students who graduated from high school the previous June. Expressed high school student interest of District 18 students, as measured by the OVIS inventory, indicated 303, or 19%, of the seniors showing interest in attending vocational or technical schools. An additional 250, or 16%, were undecided about post-high-school education, and past indications are that many may eventually go into VTE.

There are presently a limited number of vocational programs offered in the high schools in District 18, and the concentration therein is on agriculture.

On a questionnaire mailed to all households within the District, 1,611 of 5,016, or 32% of the respondents, indicated a desire for vocational and technical education. Trade and industry areas made up the vast majority of the programs desired by adults as compared with agriculture, health occupations, and general education.

Total enrollment of students from District 18 in bordering vocational schools has shown a gradual increase from 1965 on, with a total of 262 in the fall of 1968-69. Enrollment was highest in accounting, auto mechanics, and mechanical design, these three areas accounting for approximately one-third of the total students in forty program areas.

Desire for vocational training is greatest in the younger age bracket, age twenty-two and under, with a decreasing percentage as age increases. The older end of the scale included a higher percentage of females, while the younger end of the scale was quite equally divided as regards sex. The percentages by county within the District are very similar, so that the largest number of interested individuals who responded were from the most populous county, St. Croix.

Apprenticeship-related instruction is being provided outside District 18 boundaries for a total of 75 individuals in twenty-one different types of trades.

Labor Market Demand

Substantial numbers of employment opportunities are available in District 18. Six hundred thirty-eight openings were available in February, 1969, of which 423 had been open one month or more. A continued and relatively constant growth in employment opportunities is forecast. Professional, technical and managerial, and service openings make up the majority of listings both in those presently open and in those open for one month or more. Both present and anticipated openings vary by county, but follow a similar pattern.

Of the anticipated jobs listed between 1969 and 1974, better than one-third require a high school education or less. Another one-third indicate the need for vocational technical and adult education. Less than one of every eight anticipated openings had no educational requirement listed by the employers. Five-sixths of the anticipated openings did not require prior experience. Practically all openings which require a minimum of some college training or a college degree are found in the category of professional technical, or managerial occupations. Twenty-nine percent of the respondents on the household survey were individuals with occupations of the professional and managerial categories, and high school graduates made up 38% of the respondents. Less than 23% of respondents had not graduated from high school, and almost 20% held a college degree.

About 28% of the respondents to the household survey who reside in Pierce and St. Croix counties commute to Minnesota for work. In Burnett and Polk counties, the number who commute is much smaller but still significant.

Conclusions

Program Projections

An important consideration in determining whether or not a vocational school can operate effectively is an appraisal of potential enrollments by curriculum areas. Chapters IV and XV include discussion of possible curriculum areas. Evidence would indicate that it would be possible to serve approximately 350 full-time students in a range of one-year programs. It is anticipated that enrollments would be large enough to operate with some degree of efficiency.

Several potential curriculum areas evidence particular questions as indicated by the following two examples.

Evidence indicates that practical nursing is an area that probably should be developed. The demand for practical nurses has been documented as well as has the interest of students in enrolling in the programs. There is the existing problem, however, of meeting State Board of Nursing requirements which may not be realistic for the non-urban setting.

Another question is raised in the field of agriculture. Policy seems clear that vocational and technical education of less than baccalaureate level is to be provided by the vocational technical and adult education districts. However, the future for offering programs in agriculture related areas by District 18 depends to some degree on the future posture of Wisconsin State University — River Falls. River Falls is presently providing two-year diploma programs in several agriculture related areas.

Facility

If it is the decision to remain a district, it is recommended that a building be constructed for a capacity of approximately 350 full-time students. Consideration should be given in planning so that it lends well to serving part-time classes. Based on experience of the Wisconsin Board for Vocational and Technical Education analysis of building costs, the anticipated cost would be $1,225,000 including site and construction. This is based on a cost of $3,500 per full-time student. Experience has shown that to adequately equip such a building, the cost is 25-30% of construction costs. Using the high percentage, the total cost for building and equipment would be $1,592,500.

The facility and equipment could be provided with an initial .30 mill levy under the following conditions:

Bond Issue – $1,592,000

Amortized Over 20 Years – Serial Bonds

Principal Payment Each Year – $79,600

First Year Interest Payment Based on 5.5% – $87,560

Total First Year Payment – $167,160

Tax Rate – Collected 1970-71 Based on 1969 Equalized Valuation of $550,178,849 = .30 mills

Tax Rate – Collected 1971-72 Based on 1970 Projected Equalized Valuation of $583,189,579 = .28 mills

Declining Balance Method Used – 2nd Year Total Payment $162,782

Facility Location

Chapter XI provides guidelines for locating a faciltiy if it is determined to build. Major considerations for location should be: (1) distance from geographical center, (2) distance from population center, (3) transportation services or accessibility, (4) community services available, and (5) proximity to business and industry. It is the conclusion of the survey staff that the facility should be located in or near one of the cities as opposed to a compromise location which could possibly place it in a completely rural area.

One measure of business and industry in the community is the number of employers and employees covered by unemployment compensation. In District 18, these figures are: Burnett County, 62 employers and 788 employees; Pierce County, 202 employers and 2,149 employees; Polk County, 259 employers and 3,134 employees; St. Croix County, 257 employers and 3,472 employees.

Using 1969 high school graduates, the population center was found to be on a north-south line about midway between Glenwood City and Hammond.

Twelfth-grade students who indicated a desire to attend a vocational and technical school were asked the length of time they would be willing to travel. These travel times were computed for three of the potential school locations, Amery, New Richmond, and River Falls. Computations indicate that for this group, 166 could be served on a commuting basis in New Richmond, 134 in Amery, and 133 in River Falls.

The check list which appeared in Chapter XI and is reproduced below was completed by members of the study staff to get their reaction to site selection for District 18 should the Board decide to build a facility. Although there was some variation in total point scores between the individual members of the study staff, New Richmond emerged as a unanimous choice of the study staff members with River Falls second and Amery third. These results are presented as fact, not as a stated recommendation to the Board since additional factors may be important to the final decision.

CHECKLIST FOR DISTRICT SITE

Directions: Rate each location 1 to 3 on each qualification that appears in the left hand column. 3 points should be awarded to the location considered most favorable in a particular item, Multiply the rating times the weight factor to obtain a total rating. The location having the greatest number of points is the favored location by the raters.

District 18 Study
POSSIBLE LOCATION

	New Richmond			River Falls			Amery		
	Rt'ng	Wt.	Total	Rt'ng	Wt.	Total	Rt'ng	Wt.	Total
1. Distance from Geographical Center		3			3			3	
2. Distance from Population Center		3			3			3	
3. Transportation Services		1			1			1	
4. Community Services		2			2			2	
5. Business and Industry in Area		2			2			2	

Staffing

District 18 has at present more than adequate staff in terms of the programs currently being offered. It should be recognized that the staffing pattern is similar to that of other districts of its size and was employed with the assumption that they were going to build a facility for operating full-time programs prior to this time.

The staff is well qualified, enthusiastic, and capable. If it is the decision of the Board to build, the present staff, in terms of individuals and numbers, will be able to provide the leadership to plan, build, and operate the expanded programs with little if any addition of administrative or supervisory positions.

Financing

No attempt has been made to project a budget in detail for the construction and operation of a new facility because of several unknowns at this time. These are: (1) the level of state and federal aid for program operation, (2) possibility of federal funds for construction, and (3) specific programs to be offered, and other factors. However, it is apparent that the District does have the resources to build and operate a facility within the 2-mill limitation.

While there is risk in speculating on the allocation of federal funds to Wisconsin for vocational and technical education, it would appear that there can be some optimism for future years based on the facts that 1969 appropriations under the Vocational Education Amendments of 1968 are at a level which represents only about half of the authorization under the Act. It should be kept in mind, however, that the greatest amount of funds comes from local taxes.

Recommendations

In making the study of District 18, the prime concern has been the challenge of how to best serve the educational needs of youth and adults in the District. It is this challenge, rooted in the social and economic welfare of the people in the District, that must be held above all else as the District Board and interested citizens seek to interpret data and weigh evidence relating to decisions which may have profound effect many years in the future for the District, local communities, and the many persons who will be affected individually. The changing role of post-high-school education must also be considered. Of particular importance is the growing concern for the educational and training needs of all individuals who can benefit, ranging from those with handicaps to the most highly talented. The challenge of bringing equal educational opportunities to rural America is seen as a national challenge, one which is faced directly by District 18.

In the initial steps of this study of District 18, the study staff considered a number of possible alternatives for providing programs.

One alternative that was considered and rejected was that of working out an administrative relationship with Wisconsin State University – River Falls. The relationship could take several forms, including the possibility of Wisconsin State University – River Falls assuming responsibility for vocational technical and adult education for District 18. While on the surface there would seem to be real advantages, it does not seem to be feasible for a number of reasons. First, there is no precedent throughout the nation where a comprehensive program of vocational and technical education has succeeded as a part of a senior institution. This undoubtedly is due to the philosophy, mission, and expectations of senior institutions. This is not to say that there are not a limited number of technical education programs of high quality serving sophisticated occupational areas conducted in a few universities. They tend to be highly selective in their entry requirements and are unable to serve the broad range of vocational, technical and adult education needs. Even if it seemed philosophically and educationally sound, it would be contrary to the structure and mission of the institutions and organizational structure established for Wisconsin. This is not to say that working relationships between a vocational district and a university should not be continued and expanded.

A second alternative that was considered was the development of an administrative relationship between the secondary school districts and the District 18 Board. As previously stated, vocational education for secondary students is very limited in District 18 at this time. There is an interest among several of the local boards and staff to expand vocational offerings. One possible way would be the development of a plan whereby facilities and programs might be jointly financed and be used by both high school and post high school students. Several restraints militate against such a plan at this time, among which are: a lack of full commitment of secondary schools toward the expansion of vocational education programs, an underlying philosophy that a way can be found to serve secondary vocational needs in the comprehensive high school, the lack of state support for secondary facility construction, a question of the appropriateness and perhaps legality of a vocational board building facilities designed to serve secondary students, and the problem of distances making it impossible to serve large numbers of the high school population in a single facility.

The data collected does not clearly point the direction that should be taken because so many factors and judgments are involved that are not clearly quantifiable. Realizing this, the three possible alternatives that remain after consideration of all others are (1) to maintain the District and to build a single facility to serve full-time students, or (2) to split the district and become a part of adjoining districts, or (3) to continue to operate about as they are at present, continuing the District but not building a facility for full-time programs. These three alternatives are presented with facts and rationale for the potential advantage of each.

Specific concerns are also expressed relating to each possible choice or decision. In some cases, these concerns may be disadvantages or limitations; in other cases they point up key considerations that must be faced and may not necessarily reflect a disadvantage. They are therefore presented as follows, with facts relating to the consequences of each as seen by the survey staff.

Alternative No. 1

That District 18 be continued as a district and that immediate steps be taken to construct a facility to house both full and part-time programs and to serve as a headquarters and as an adult education center. The building should be planned for 350 full-time students with consideration for possible expansion.

Rationale and Potential Advantages. The problem of the citizens of District 18 is one of determining how the best services can be provided to the District. Maintaining the District would:

1. Assure a facility being constructed in the district which would serve both full and part-time students.
2. Students in a major portion of the District could be served on a commuting basis.
3. If at some later date it seemed advantageous to become a part of a larger district, the facility would be in place and could become a center or satellite of the central school in a larger district.
4. Assure continued vigorous leadership and effort toward providing outreach types of programs. These are programs which may be taken to the people rather than merely having the people come to them. They should include a multitudinous variety of approaches and types.
5. Be an asset to the District by increasing the payroll of the District as a result of construction of the building, and would provide for the maintaining of a professional staff in the district to operate the school.
6. Provide for a greater degree of control and influence on the program by the citizenry of District 18.
7. Would add to the potential of the District to attract new businesses and industries or the expansion of current ones.

The District presently has an effective professional staff employed of a size and with the expertise to plan for the program for the new facility and District.

Specific Concerns

1. In terms of population base and anticipated full-time enrollments, the school, at least through 1980, cannot reasonably expect to enroll over

350-400 full-time students. This is not a large enough number to offer a comprehensive vocational and technical program efficiently. The program would of necessity have to concentrate its efforts on programs of one year in length or less. However, the possibility of developing a limited number of two-year programs should not be ruled out if they are in unique occupational areas and have the potential of attracting students from outside the District.

2. The District should anticipate the possibility of paying tuition for up to 40% of their students who wished to enroll in two-year associate degree programs or in one-year programs not offered by the District.
3. Student recruitment in some of the smaller schools of Wisconsin has been a problem. There is a tendency of many youth to wish to attend a large comprehensive program.
4. In terms of cost, it does not seem reasonably that the costs to the taxpayer can be less by maintaining a District than by becoming a part of an adjoining district. It is possible that the costs could be less in the lower two counties the first few years. However, the funds would be spent in the District under the surveillance of a District Board for programs designed specifically for residents of the District.

Alternative No. 2

That District 18 be dissolved as a district and that the counties join adjacent districts. The logical organization would be for Burnett and Polk counties to join District 17 and St. Croix and Pierce counties to join District 1.

Rationale and Potential Advantages.

1. Citizens would become a part of a larger area with a broader tax base and population base with the potential of providing a more comprehensive program.
2. Potentially it has the possibility of providing equal services at a lower cost. Economies could undoubtedly be brought about in administration and supervision costs since it is unlikely that the districts that the counties of District 18 would join would require additional numbers of administrative and supervisory staff equal to the number required to operate the separate district.
3. Students seeking enrollment in programs in the expanded district would compete for admission as residents of the district rather than as tuition students. While present districts have tended to accept tuition students on the same basis as students within the district, it is conceivable that pressures from taxpayers within the District could alter this condition.
4. Potentially the services and expertise of a larger staff would be available to the District.

Specific Concerns.

1. Assuming that the dividing of the District as suggested is logical, the stiuation is quite different for the northern two counties as compared to the two southern counties.

   Burnett and Polk counties, in joining District 17, would have the advantage of joining a district with a relatively low tax rate (1.32 mills anticipated for the current year) with a facility and program within commuting distance for some of its citizens.

   While the tax rate is relatively low, facilities are badly needed within the District, which may sometime in the future add to the present tax rate.

   On the other hand, St. Croix and Pierce counties would be joining District 1, a stronger district with a substantial facility in Eau Claire, but with a tax rate of 1.96 mills for this current year. The distance to Eau Claire would seem to be unreasonable for many students to commute.
2. In the case of Burnett and Polk counties, it is probably unreasonable that during the next decade at least, a facility for post-high-school programs would be built within the two counties. In terms of St. Croix and Pierce counties, because of their larger population, tax base, and greater distance to Eau Claire, it would seem feasible that a center could be constructed within the two counties at some future time. At the present time, the study staff can only speculate on this possibility since it would be the decision of the Board for the expanded District 1. Such a facility could serve as a center for adult programs and a limited number of full-time programs operating as a part of District 1. As a satellite school, there would be possibilities for sharing staff and other services.
3. The study staff did not deem it appropriate to explore possible agreements that might be made between the official groups as a condition of becoming a part of a new district. However, the staff would suggest that such steps would be appropriate if serious consideration is given to splitting the District.

   District 18 has developed a pattern of services for adults which is highly commendable. It also has provided services to secondary school districts as well as other community groups. While there is the potential for maintaining this level of service as a part of another district, the study staff has a real concern that a part of this effort might be lost. Thus, consideration for joining another district should include a close evaluation of leadership and services that could be expected from the new district. It must be made clear that this concern is not due to lack of confidence in the leadership of districts to which the counties of District 18 might join, but rather because of the distance from the service centers. The area of District 18 would be on the periphery of the districts that they would join, raising the question of the likelihood of receiving equal services.

Alternative No. 3

To maintain a district but not plan, at least immediately, to operate a facility for full-time students. Part-time students and special Manpower Development and Training projects would be served as needed within the District. The selection of this alternative anticipates State Board approval.

Rationale and Potential Advantages.

1. The District would maintain control of the part-time programs.
2. Costs would probably be less to the taxpayers in the District depending on (a) full-time student enrollments for which tuition would be paid, (b) the level of part-time services, and (c) the costs of administrative and supervisory services.
3. Critical decisions related to District organization and building would be postponed. Related factors which are presently not clear but may be clarified in the foreseeable future would include the anticipated level of state and federal funding for operation, the possibility of federal support for building construction, and the nature and magnitude of industrial growth in the immediate future.

Specific Concerns.

1. Guidelines for a Vocational, Technical and Adult Education District as approved by the Wisconsin State Board for Vocational Technical and Adult Education anticipate that an operating district will develop a comprehensive program including programs for full-time students. The District 18 Board would need to secure clarification and perhaps permission from the State Board in order to operate in this fashion. In other words, this is an option only if the State Board approves.
2. The solution would undoubtedly be only temporary, two to five years, as it is doubtful whether a district should continue indefinitely without providing for full-time programs.
3. The District 18 Board would not exercise control over full-time programs to which their students would attend on a tuition basis.

4. Students in District 18 would not have the opportunity to attend full-time programs on a commuting basis.
5. In the cases of crowded conditions in other schools, District 18 students might not gain admittance.

It has been with the realization and foregone conclusion of the survey staff in its study and in presenting facts and recommendations, that the decisions ultimately reached must be the responsibility of the District 18 Board. Facts alone do not appear to clearly indicate a single best solution that is beyond question. It is sincerely hoped, however, that the data presented will provide the Board and interested citizens with a basis on which to make a decision derived from a survey of facts. It is also hoped that the data will assist in providing a basis for informed public opinion grounded on facts rather than on emotions alone. This hopefully will lead to a solidarity of support for the decisions of the Board. Ultimately, the decision to be reached must consider the political implications of the choice to be made, the aspirations of the citizenry in the District, and their real and felt needs. It was with this in mind that, after considering the facts as gathered by the study group, the decision was made to provide the Board what seem to be feasible alternatives rather than attempting to prescribe a single solution.

4

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